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Meeting the Manpower Problems of:

I. Area Redevelopment
II. Automation

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UNITED STATES DEPARTMENT OF LABOR
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Washington 25, D.C.

Meeting the Manpower Problems of:

I. Area Redevelopment

II. Automation

Arthur J. Goldberg

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The Secretary Talks About New Programs to Reduce Unemployment

UNEMPLOYMENT is one of the most difficult and pernicious problems confronting our Nation. We all realize by now that this problem will not respond to any single formula. The causes and types of unemployment are so varied that if we are to deal with them successfully we must fashion a number of specific measures, each one of which carves out an area of remedial action.

One component of the unemployment structure is the differential impact of unemployment by area. Each labor market has its unique features, its industrial composition, patterns of seasonal employment, susceptibility to cyclical fluctuation, characteristics of the employed and the unemployed. Labor markets differ in both their structure and behavior.

The task of dealing with unemployed workers who have been displaced from their jobs because of automation and other technological changes cuts across the problems of depressed areas and is of nationwide scope and significance. Substantial increases in expenditures for new plant and equipment and on scientific research in the post-World War II period have resulted in an acceleration in the rate of technological advance.

As a result of these and related developments, the President in his State of the Union Message and in his Economic Report gave high priority to measures designed to reduce unemployment, to alleviate its effects when it does occur, and to make sure that there are suitably trained men and women ready to fill new job openings as they become available.

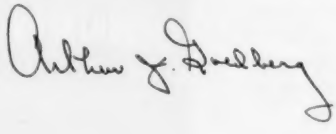
The Area Redevelopment Act, a logical outgrowth of this concern, deals with geographic chronic unemployment. Our responsibilities under the ARA include obtaining the facts for diagnosing areas in need of assistance, review of manpower aspects of the overall economic plans for these areas, determining the occupations and numbers of workers for such training as may be needed, the selection and referral of individuals for training, and the payment of subsistence allowances to eligible workers while training is going on.

In the field of automation, we need continued and even accelerating technological improvements for our own domestic growth and for bettering our position in the international field. The President's Advisory Committee on Labor-Management Policy unanimously agreed that automation and technological progress are essential to the economic strength and defense of the Nation, and that this progress can and must be achieved without the sacrifice of human values.

Foremost among the measures of President Kennedy's programs for dealing with these human values is the Manpower Development and Training Act. The Act is designed to improve the skills and adaptability of the Nation's workers, and several hundred thousand persons are expected to benefit from its provisions during the 3 years authorized by the Act.

The program of the United States Employment Service and its affiliated State agencies includes the following: (1) to develop information on the manpower effects of automation and to facilitate exchange of this information among the State agencies and others concerned with the problem; (2) to promote an advance notice system of technological changes by employers to local offices which would then permit the local office to help fit the displaced workers into new employment; (3) to undertake a series of demonstration projects to show how the Employment Service and the community can assist employers and workers affected by automation; and (4) to determine the training and retraining needs of displaced workers.

This issue contains specific instances of efforts being made in areas around the country to deal with unemployment caused by geographic dislocation and technological change. Although all programs are in an early stage of development, we are hopeful that these approaches will prove to be useful weapons in our fight on this most difficult of problems.



area redevelopment

The Area Redevelopment Program Gets Underway

By **LOUIS LEVINE**

Director, United States Employment Service

Bureau of Employment Security

THE passage of the Area Redevelopment Act marked a new era in defining the obligations of the Federal Government in maintaining maximum employment as set forth in the Employment Act of 1946. It gave recognition to the fact that serious local unemployment situations could exist within the framework of a prosperous national economy. The knowledge gained subsequent to World War II about the behavior of local labor markets, much of it developed by the employment security system, indicates that there is a differential impact of structural changes in the economy, technological innovations, and cyclical fluctuations upon local areas.

Local labor markets differ in industrial structure; therefore the reactions to economic changes are varied. High unemployment rates in labor market areas are traceable to a variety of factors. These include the shutdown of obsolete or unprofitable plants, the transfer of local industries to other areas, changes in consumer demand, new technology, the depletion of natural resources, and the lack of an adequate industrial base or diversification of industry.

The Area Redevelopment Act was designed to provide a stimulus to the growth of employment opportunities in areas which were suffering from high unemployment and low income through a program of loans to commercial and industrial enterprises, and loans and grants for public community facilities and urban renewal. In addition, the Act provides for the training and retraining of unemployed and underemployed individuals residing in redevelopment areas, and for the payment of subsistence allowances to these individuals while in training.

Because of the experience of the Federal-State employment security system in implementing manpower programs at the local level, the Secretary of Labor has assigned to it many of the functions with which he is charged under the Area Redevelopment Act or which were delegated to him by the Secretary of Commerce. Responsibilities delegated to the employment security system include (1) obtaining the facts needed for determining the eligibility of areas; (2) providing guidance for the development and review of the manpower aspects of the Overall Economic Development Programs (OEDP) for the designated areas; (3) determining the occupations for which training programs may be required; (4) selecting and referring individuals for training; and (5) providing for payment of subsistence allowances to trainees.

On April 20, 1962, the Area Redevelopment Administrator released Area Designation Status Report No. 5, which listed 883 areas and 50 Indian Reservations as redevelopment areas. The Department of Labor had recommended 488 of the areas for designation on the basis of high and persistent unemployment. The remaining 395 areas and the 50 Indian Reservations were designated as redevelopment areas on the basis of low income, depletion of natural resources, or other appropriate standards.

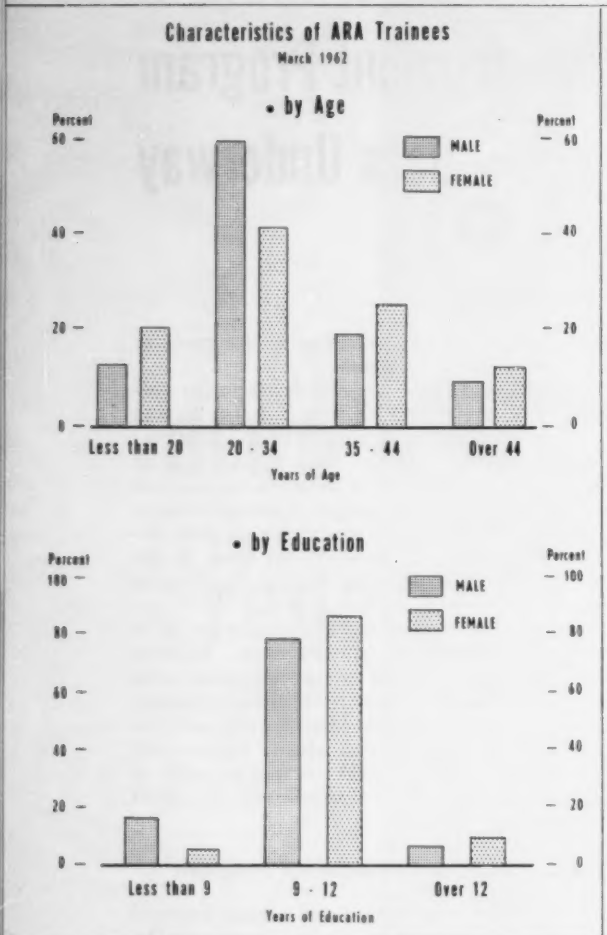
Bare statistics do not tell the complete story as to the role of the employment security system. In order to identify the areas qualified as redevelopment areas because of substantial and persistent unemployment, the State employment security agencies prepared information on 845 labor market areas. Commuting studies were conducted in 2,000 counties in order to verify that the labor market definitions actually reflect appropriate economic units.

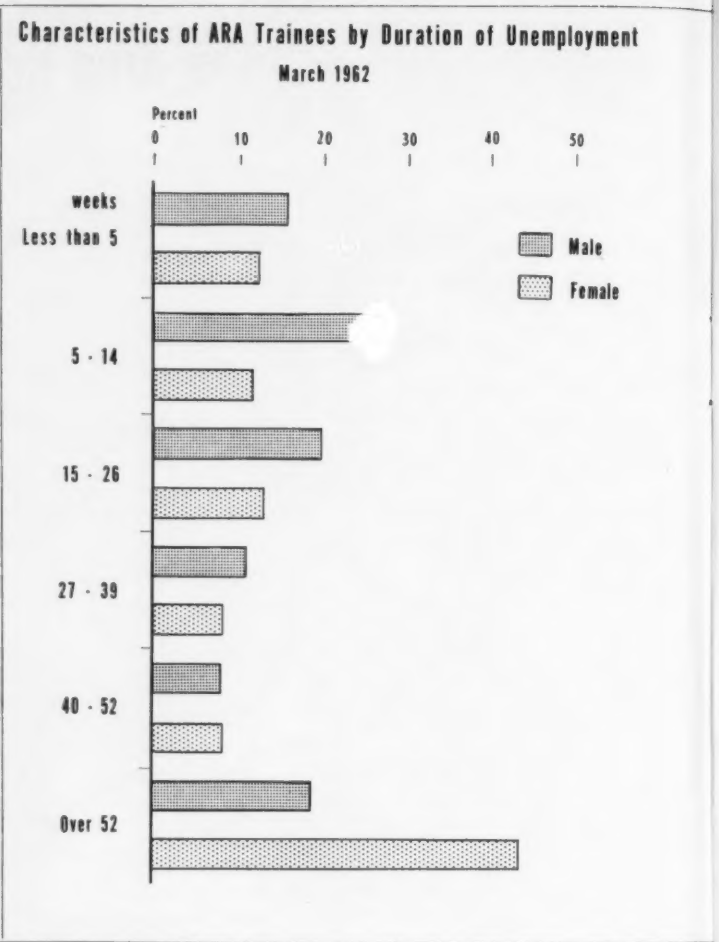
Overall Economic Development Programs

Before a redevelopment area can obtain financial assistance, it must prepare an Overall Economic Development Program and obtain approval from the Area Redevelopment Administration. In its OEDP, the local community examines the area's resources potential and needs and its plans for achieving its economic goals. A knowledge of the area work force, manpower problems, and potentials is essential in designing the economic future of the area. By March 31, 1962, State and local employment security offices had provided information or participated with 493 local groups in the development of the manpower aspects of the OEDP's. The State agencies had also reviewed 281 OEDP's at the request of the State redevelopment authorities prior to the submittal of the OEDP.

Training

The Area Redevelopment Act directly charges the Secretary of Labor with the responsibility for determining area and individual training needs, determining whether training facilities and services are available to meet these needs, selecting and referring





individuals for training, and paying retraining subsistence allowances to eligible trainees. The ARA training program calls for the employment security system to work with, and to provide leadership to, the local community in developing the work force skills required for economic development as it occurs. The ARA training program is a joint venture in which the Federal-State employment security system cooperates with the Department of Health, Education, and Welfare. The latter has the responsibility for providing adequate training facilities and services through the State vocational education officials and local education authorities.

Because of the long-term economic decline which characterizes redevelopment areas, and because trainees may receive training allowances for only 16 weeks, the development of training programs which would afford the trainees a reasonable opportunity for employment utilizing their newly acquired skills requires detailed knowledge of the local labor market as well as considerable imagination and ingenuity. Local offices must carefully survey the area's labor supply and demand to estimate shortages in selected occupations and to estimate the supply of potentially qualified trainees. These surveys result in proposals for suitable training programs which must take into account both the needs of the areas and the restrictions imposed by the Act. By May 31, 1962, training proposals to renew or upgrade the skills of 18,616 workers had been submitted by State employment security agencies to the Department of Labor.

In selecting and referring individuals for training, the local office consults with employers and the training authorities in establishing selection criteria. Individuals are selected on the basis of experience, education, aptitude, and interest in training. Whenever appropriate aptitude tests exist, they are administered. Through April 28, 14,525 tests were given in selecting and referring individuals to training: 7,396 GATB's, 5,994 SATB's, and 1,135 proficiency tests.

The ARA occupational training program started November 1961 with three courses, one each in Con-

necticut, Rhode Island, and West Virginia, after considerable preliminary work on the part of the employment security system and after some delays due mainly to the lack of appropriations. From this modest beginning the program, approved by the Department of Labor, had grown by April 28, 1962, to 112 courses involving 7,917 trainees.

As of April 28, 1962, some 3,474 trainees had entered into training. The difference between the number approved and the total of active trainees is partially attributable to the multiple class pattern of many courses, in which the course is repeated in consecutive classes rather than in several simultaneously. The system of spacing training improves the trainee's chances of securing local training-related employment and provides for more economic utilization of instructional facilities and personnel. Although the training may be spaced, approval for the total number of trainees is generally obtained at the outset. Another cause of delay has been the difficulty encountered by local vocational education representatives in assembling instructional material, equipment, and qualified teaching personnel. Some delay is unavoidable as the local educational authorities cannot firm up their schedules until approval has been received.

Although occupational training does not create jobs in and of itself, it can provide employment for individuals who might otherwise remain jobless. The training of unemployed and underemployed individuals in redevelopment areas thus far has been devoted primarily to programs designed to meet curent community occupational shortages. The function initially contemplated for ARA training, however, was to gear retraining to a redevelopment program in which new employment would be generated by new and expanding firms.

To accelerate initiation of training proposals at the outset of the program, State agencies were urged to submit proposals for occupational training for which abbreviated surveys indicated a local labor market demand. These training courses were further restricted by the 16-week training allowance limitation, by the availability of training facilities, and by the training potential of the local labor supply. Consequently, the pattern of training proposed and offered to date is limited to a relatively narrow band of occupational skills.

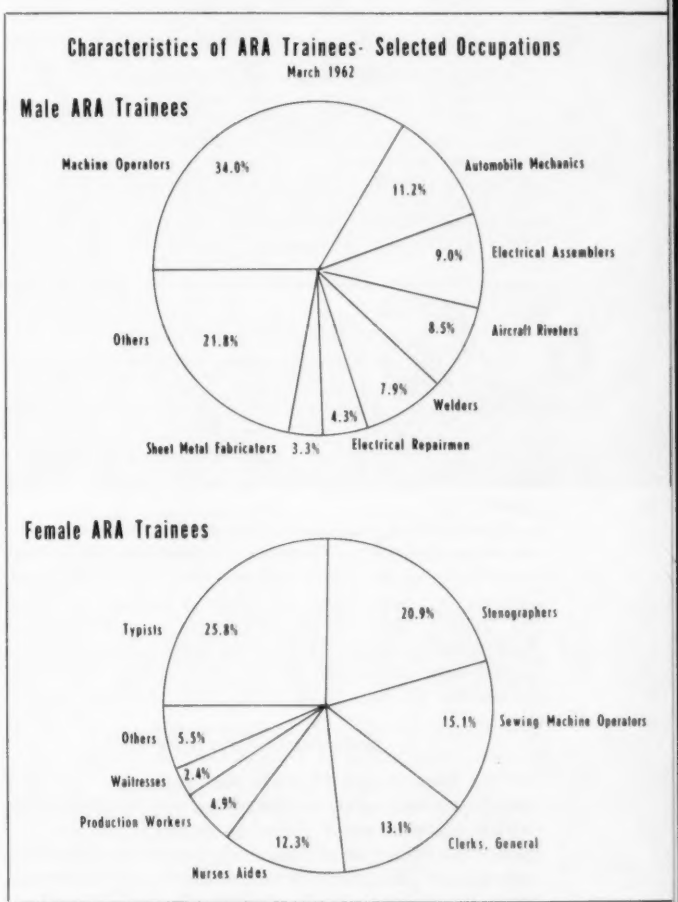
About 85 percent of all women trainees are being trained in five occupations: typist, with 26 percent of all women trainees; stenographer, 21 percent; sewing machine operator, 15 percent; clerk, general, 13 percent; and nurses aide, 12 percent. About 70 percent of the men are being trained in five different occupations: machine operator, with 34 percent of all men trainees; automobile mechanic, 11 percent; electrical assembler, 9 percent; aircraft riveter, 9 percent; and welder, 8 percent.

Characteristics of Trainees

Men accounted for exactly two-thirds of the 3,474 trainees enrolled as of April 28, 1962. Ten percent of all the trainees enrolled were over 44 years old, 21 percent were from 35 to 44 years of age, 54 percent were between the ages of 20 and 34, and 15 percent were less than 20 years of age. Almost 18 percent of the women were under 20, as compared with about 13 percent of the men. The percentage of women over 44 years taking training was slightly higher than that of the men.

The difference in criteria for selection for specific occupational training is most sharply shown in the variation in educational attainment. The women trainees, as a group, have more schooling than the men. Nearly 95 percent have more than 9 years, with about 10 percent of these having more than 12 years. Approximately 15 percent of the men have less than 5 years of schooling; 84 percent possess 9 years or more, with 6 percent of these having progressed beyond the 12th year.

These differences are a reflection of the occupational fields in which men and women are enrolled. Of the women enrolled in the stenographic courses, 22 percent have more than 12 years of education and



How the ARA Works

THE Area Redevelopment Act, signed into law by President Kennedy on May 1, 1961, brings the resources of the Federal Government to bear on the economic problems of areas suffering from substantial and persistent unemployment and underemployment. For these areas, the Area Redevelopment Act provides a variety of tools:

—Long-term, low-interest loans, to help new industrial or commercial enterprises get started, or existing firms to expand, in redevelopment areas. These loans can run for as long as 25 years, and currently bear an annual interest rate of 4 percent.

—Loans or grants to help build new public facilities, such as sewage plants or water systems, railroad spurs or access roads, which communities must provide to help new or expanding industry. These loans can run for as long as 40 years, and currently bear an annual interest rate of 3⅜ percent.

—Technical assistance to help break "bottlenecks" so that redevelopment areas can find answers to their economic problems through special studies by private firms, universities, or State or Federal agencies.

—Programs to retrain jobless workers, usually for new jobs created in the area, but also to fill existing job vacancies.

—Subsistence allowances for workers while they are in training.

How does an area avail itself of these new tools?

Before a community can receive aid through ARA, it must establish a broadly representative community organization which, in turn, must draw up an Overall Economic Development Program showing the step-by-step plan by which the community expects to achieve new growth and new jobs.

Once the locally conceived plan for creating new jobs through economic development has been drawn up, the local committee submits it to the State agency designated by the governor to coordinate redevelopment activities. It then goes to ARA in Washington for review and approval.

This approval gives the "green light" to consideration of applications for loans and grants. The processing of these applications demonstrates the manner in which the resources of many Federal agencies have been brought together to help the redevelopment areas. ARA first reviews projects for their general economic soundness and conformity with the law. Applications for industrial and commercial loans are forwarded to the Small Business Administration for a thorough investigation and analysis, while applications for public facility loans and grants go to the Community Facilities Administration of the Housing and Home Finance Agency for similar review. When applications involve agricultural or forestry activities, the views of the Department of Agriculture are obtained; when they involve natural resources, opinions are requested from the Department of the Interior.

Similarly, job retraining programs point up the close interagency cooperation under the Area Redevelopment program. The Department of Labor, working through the local Employment Security office which identifies the needs for job training, screens applicants, and recommends for training those who can be reasonably expected to obtain jobs upon completion of the courses. The Department of Labor also handles the disbursement of subsistence allowances, again working through the Employment Security offices. The Department of Health, Education, and Welfare arranges with local Vocational Education officials for the actual training courses and the Federal payment for these programs.

While the training is in progress, or immediately upon its completion, the local Employment Security offices make every effort to place the trainees in jobs that will utilize their newly acquired skills.

none has less than 9 years. None of the women enrolled in the waitress course has more than 12 years, and 10 percent have less than 8 years of education. The educational levels achieved by male trainees are fairly evenly distributed among the different occupational training courses. The educational attainment of over 80 percent of all trainees is between 9 to 12 years.

The training programs have enrolled many who can be characterized as "hard-core" unemployed. (Over one-fourth of all the persons enrolled in ARA training courses had been unemployed for a period exceeding 52 weeks.) Over 45 percent of the women trainees had experienced such long-term unemployment, compared with 20 percent of the men. (Only 13 percent of all the trainees were unemployed for less than 5 weeks.)

Subsistence Payments

The Area Redevelopment Act authorizes the Secretary of Labor to enter into agreements with States in which redevelopment areas are located to enable the States, as agents of the Secretary, to make retraining subsistence payments to unemployed and underemployed individuals. A trainee is eligible to receive a weekly subsistence payment equal to the average weekly unemployment benefit in the State during his training period, but for no more than 16 weeks. A total of 42 State employment security agencies have signed agreements. In addition, 18 States permit unemployment insurance payments to persons who are undergoing ARA occupational retraining.

Placement

The success of the ARA training programs will be judged ultimately by the extent to which the training has increased the employability of the trainees, although it is too early as yet to evaluate the training programs on the basis of this criterion. As of April 28, 1962, 820 individuals had completed courses in 11 States—Connecticut, Maryland, Massachusetts, Michigan, Missouri, Montana, New Jersey, Pennsylvania, Rhode Island, Texas, and West Virginia. Approximately 287, or 60 percent, of the March graduates had secured training-related employment by the end of April. An additional 29 trainees had obtained jobs unrelated to their training, while 159 were still unemployed. The unemployed included 57 aircraft riveters who were waiting for a breakthrough on a production bottleneck so that they could report to work.

ARA in Massachusetts . . .

Textile Areas Retrain Men

By ISAAC FINE
Chief Supervisor, Community Employment Program
Massachusetts Division of Employment Security

THE textile industry, once Massachusetts' leading manufacturing activity, at one time predominated in a four area complex comprising New Bedford, Fall River, Lowell, and North Adams.

The structural change in these areas consisted of a drastic decline in textiles offset, in part, by a rise in electronics and apparel manufacturing.

Through a process of attrition, many former textile workers had withdrawn from the labor market. Overall, the industrial changes adversely affected the employment of men and favorably affected the employment of women. The common problem confronting all four areas today is finding jobs for men.

Availing themselves of the opportunities under the area redevelopment legislation, the four areas submitted preliminary overall economic development plans (OEDP's) which were approved in the latter part of 1961. Following the approval, a statewide meeting was held, attended by the directors of the local vocational high schools and their State supervisors, officials of State and Federal apprentice training, representatives of the Governor's committee to coordinate the ARA programs, field representatives of the U.S. Department of Commerce, regional representatives of the Bureau of Employment Security, the State Veterans Employment Representative, the District superintendent and managers of the four local offices. The responsibilities of all the agencies concerned were discussed and delineated.

Local training committees were then established on a formal basis. The committees are chaired by the local ES office manager and include the director of the local vocational high school, a field representative of apprentice training, the chairman of the area redevelopment committee, and the area development corporation.

In New Bedford, the training committee sat down with the entire Greater New Bedford Redevelopment Committee, composed of political representatives of the various communities, as well as business and civic leaders. Every member expressed his views on the area's occupational needs. From these discussions, it developed that the immediate and outstanding need was for the metal machine operators. A check with the industry resulted in an estimated need for 100 single skill metal machine operators, and a request for this training was submitted and approved.

We expected to be deluged by applicants, but such was not the case. Why? A partial answer is in the low educational achievement of many of the unemployed. Some 82 percent of the applicants registered for work with the local public employment service had not gone beyond grammar school. The thought of institutional training for a job was foreign, and perhaps even somewhat frightening to those lacking a tradition of education.

We approached the press for help and received a magnificent response. Publicity was beamed at getting across the idea that this type of training would provide an added measure of future job security and earnings. The experience in the other areas was similar, and the same type of publicity was readily forthcoming.

Former textile workers learn to operate a metal cutting tool. Observing the trainees are, left: Charles P. Conlon, director, Lowell Trade High School; and Herbert Hodgson, supervising manager, Lowell local office.

Our experience in selecting the trainees has provided some indication of the number of unemployed who are potential trainees. In New Bedford, screening and testing on the basis of standards mutually agreed upon among the employees, the vocational school, and the local office produced 100 candidates for referral. They began their training on January 28, 1962.

In Fall River, a questionnaire on occupational needs

was sent to employers, and here again the outstanding need proved to be for single skill metal machine operators. A course for 32 trainees began on January 29, 1962.

In Lowell, the immediate need apparent to the committee was also for single skill metal machine operators, and 16 trainees began the course on the same date as above.

North Adams is a relatively small community nestled in the Berkshires, and has a severe transportation problem especially during the winter months. At a meeting of the training committee it developed that an outstanding need was for stenographers and that a training course could be initiated at a regional vocational high school soon to be completed there. A check with industry resulted in such a course being initiated for 14 women on the same date as above.

The schools are unanimous in their praise of our selection of trainees, and there have been few dropouts. Most of these occurred in the first 2 weeks and were replaced by standbys.

Of the 16 Lowell graduates who completed the training in single skill metal machine operations at the end of May, 11 were immediately placed as apprentices at $1.70 to $1.89 an hour with substantial fringe benefits. The others are being considered by employers with placement virtually assured. For the other training programs, there is no placement experience to report because the training is still in progress as of the writing of this article. Several trainees have been offered jobs, and our policy is to discuss the offer with the trainee at the local employment office. Without exception, they decided to finish the training. As one trainee said, "I learned more here in a week than in a year on the job."

Selecting Occupations for Training

After the rush of getting the initial course off the ground, we reviewed our experience and decided on a technique which we call the industry meeting. We regard this not as a substitute for formal skill survey but rather as a supplement. Such meetings have been held in the New Bedford, Fall River, and Lowell local offices and have been chaired by the managers.

A typical meeting was that held in New Bedford with the automobile industry. In attendance were the President of the new car dealers' association, the Executive Secretary and training Supervisor of the independent garage owners' association, representatives of several member firms, the director of the vocational high school, the State supervisor of vocational education, the field representative and State director of apprentice training, the regional ARA coordinator, and the State VER.

A need was evident for auto mechanics helpers after allowance was made for those already in training in the vocational high school. To provide guidance and orientation, a date was set for the industry representative to meet with the vocational school to review the course content.

Entry wages were discussed and an attractive rate agreed on which recognized an intensive 16-week course as the equivalent of a year's experience. Since there were two industry associations involved, it was agreed that both would refer the future graduates to member firms in an orderly manner.

The request for this training was submitted in May 1962 through appropriate channels. The press was brought in at the conclusion of the planning and was most cooperative in reporting the developments to date.

In Fall River, the predominant industry is apparel manufacturing. Since men have virtually no other direction in which to turn, a meeting similar to the one in New Bedford was held, attended by the Executive Secretary of the New England Apparel Manufacturers Association, the President of the Fall River Needle Trades Association, representatives of member firms, and labor leaders. A request to train men as sewing machine operators, on a pilot basis, was submitted for this area.

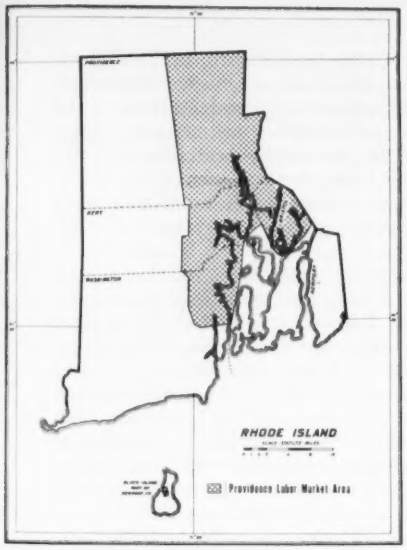
The industry meetings held at the local office went far toward establishing the Division of Employment Security office as a community center for coping with manpower problems.

An interesting development at the industry meeting was the indication by employers of opportunities to upgrade and promote male trainees. In the automotive industry, qualified trainees were to be considered for jobs as parts salesmen and service managers. In the needle trades, there is a dire need for men supervisors who would be recruited from the ranks of the operators.

Many of those taking the metal machine training will enter industry as apprentices. A firm, which previously would not hire a "green" apprentice, will now hire a trainee who has completed a 16-week course in the fundamentals. This training is the difference between potential apprentice openings being filled or not filled.

The Lowell representative of the State Division of Apprentice Training has over 50 orders for apprentices who have completed ARA training. This will necessitate another course when the present one is completed. To a large extent, we will regard the extent of apprentice training and placement as a measure of the success of the ARA program.

In the Fall River office, the farm representative called to our attention an unfilled need for tree climbers who prune, spray, and patch trees. The pay is high in this shortage occupation. Because the employers for this occupation are small and scattered, our farm representative, together with an instructor of the school, surveyed the field, and a request for the training has been submitted. A secondary effect of this activity was that it alerted us to the need to utilize the five county agricultural schools which are under the State Division of Vocational Education.



Manpower Surpluses All Around But . . .

Rhode Island Trains for Shortage Occupations

By **JAMES P. MURPHY**
Community Employment Program Supervisor
Rhode Island Department of Employment Security

RHODE ISLAND had a head start in preparation for training under the Area Redevelopment Act. In 1960, a study of manpower resources in Rhode Island was conducted by the State Department of Employment Security. Data were compiled on current manpower needs and on estimated future surplus and shortage occupations. The study covered existing employers with 10 or more employees. Because the study could not take into account the possible arrival of new establishments, and because it did not include the large number of employers with fewer than 10 workers, it was necessary to supplement the survey results with other data in order to develop a basis for establishing training under the Area Redevelopment Act in the Providence-Pawtucket labor market area.

The manpower study provided the starting point from which to determine what kinds of training were needed under ARA. Employers were consulted both to obtain up-to-date information and to enlist their support. Data were obtained on active job orders and on shortages of applicants with particular skills. Frequency of newspaper classified advertising for particular skills was also considered.

When the occupations for which training was to be given had been determined, the State Department of Education was consulted as to availability of training facilities and instructors. Rhode Island was one of the first States to present a plan and to begin training. We feel that the training program under ARA is a success in Rhode Island, although there are some major difficulties.

One type of problem arose because many of the courses were scheduled for 20 weeks, even though training allowances can be given for no more than 16 weeks. Some trainees were eligible for unemployment compensation benefits during the additional 4 weeks, but many who were not eligible felt that they could not continue the courses without income. The Employment Service was able to find part-time work for many of them so that they could finish the course.

Training in seven different occupations has been initiated so far under the ARA program: typist, machine tool operator, auto mechanic, bookkeeping machine operator, electronics mechanic, sheet metal worker, and combination welder.

Typist.—The first of the successful courses trained typists. Rhode Island has had a continuous shortage of typists for over 15 years, largely due to the rapid turnover in this occupation. Very few typists are unemployed today, and those who are seeking work are not fully qualified. Refresher and basic classes began on November 20, 1961, in three high schools during off-school hours. Interested and qualified applicants were in good supply, and the usual careful selection techniques determined who would be enrolled in the first classes.

The refresher course ran 20 hours a week for 16 weeks, and the basic course ran 20 weeks on the same schedule. Of the 83 women who began the courses, 65 satisfactorily completed the work. Some found employment before the classes ended. The success of the training and the continued need for typists prompted the offering of the courses again in two successive training periods. No difficulty is expected in placing those who completed the courses.

Machine Tool Operator.—A shortage of machine-tool operators exists currently in the Providence area, and surveys indicate that needs for skilled operators will increase. Formerly, most machine-tool operators worked on assembly lines where one set-up man could service a large number of machines. Machine operators were usually not required to set up or adjust their own machines. Today, because of the growing number of small manufacturers in the State who make short runs of specialized products, there is an increas-

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ing demand for operators who can also set up their machines. Older workers are leaving the labor market faster than replacements are being trained, and many younger operators have left the area.

The training program in this field has been highly successful. One group qualified for a course in turret-lathe operation and setup. Other applicants qualified for a course in general machine-tool operation, and each of these was trained in operation and setup of one machine tool other than the turret lathe. Sixty-five trainees began the courses given in three facilities. The State Vocational School offered the turret-lathe course during regular school hours. Trainees were given 800 hours of instruction over a 20-week period. Space was available, but it was necessary to buy a considerable amount of equipment. The Department of Education was able to provide regular instructors from the State Vocational School for the turret-lathe group and instructors from other schools for the general program.

The general machine-tool program was offered during off-school hours at one high school as well as at the State Vocational School. It ran for 480 hours over a 20-week period. A relatively small amount of new equipment was needed.

Employers readily accepted the trainees from these groups as they are anxious to hire new workers who have already learned the fundamentals. A number of young men were offered employment before the completion of the courses, and many of the graduates were placed immediately. Some trainees have entered into apprenticeship training. Employers have stressed the need for such training and feel that they can absorb a large number of trainees. Some employers have stated that the shortage of qualified operators has prevented them from expanding their production. To provide a supply of such workers, a second class in each category is in progress.

Auto Mechanic.—The planning and the operation of the programs authorized under ARA have brought to light a number of difficulties and have suggested methods of working more efficiently in the future. The training program for automobile mechanics helpers is a case in point. The course began on November 20 and was planned for 32 trainees. Anticipated openings in the field were plentiful. Although all who completed the course obtained employment, a high drop-out rate was cause for reevaluation of the selection and training methods. No conclusions have been reached as yet.

Bookkeeping Machine Operator.—In March, training in occupations selected in the second plan was begun. Among the new courses was one for bookkeeping-machine operators. A careful study of unfilled orders and consultations with employers revealed a shortage of operators, especially in the banks. The enthusiasm of business people in Rhode Island for the ARA program was concretely illustrated when one of the larger banks in Providence donated six bookkeeping machines for the training program. Space in the State Vocational School was obtained, and qualified instructors were available from the high schools and from the bookkeeping-machine manufacturers.

Because of the small number of the expensive machines available, the classes have been limited to six trainees each. Each class meets 4 hours a day for 3 weeks, and a new group of six begins training every 3 weeks. Under present plans, six groups will be trained.

The available machines can be used for only a particular type of bank or insurance work, and these establishments are hiring most of the graduates. Financial institution employers feel that the training being given is fundamental to all the levels of machine operation, and they are willing to provide the additional training necessary to develop skills in other machine functions. Although the training is aimed at the needs of the banks and insurance companies because of the equipment available, some of the trainees have found positions in other businesses. While the shortage of machine operators is general, providing training for the banking and insurance industries undoubtedly reduces the pressure on the supply for other businesses.

Electronics Mechanic.—Three other categories of workers are now in training. The electronics mechanics course is at the intermediate level and requires some previous training and experience in such occupations as radio or television repair. The expanding electronics industry in Rhode Island and nearby Massachusetts and Connecticut is expected to require the services of a large number of employees at the level for which this course is preparing applicants.

Sheet-Metal Worker.—The shortage of sheet-metal workers did not show up in the 1960 manpower survey because many such workers are required in small shops not covered by the study. In addition, large numbers will soon be needed by naval installations within the area and by a large manufacturer in nearby Connecticut who employs many commuting Rhode Islanders. Few sheet-metal workers are registered with the Rhode Island State Employment Service. Quick placement of all who finish the course is expected, and even more sheet-metal workers could be used.

Combination Welder.—Many welders are also needed by small shops not covered by the 1960 manpower survey. Few qualified welders are unemployed. Several employers now anticipate a need for large numbers of well-trained men in the near future. Since no training facilities for welding were available in the area, space was rented and equipped. As the original plans proved far too costly, it was necessary to limit the training group to a number far below that contemplated. Thus, the trainees will be readily placed, but the need for combination welders will still be acute. An additional problem was encountered in the search for qualified instructors. Because no training in welding was in progress, there were no teachers available through the usual sources. This was overcome through the recruitment of instructors from private industry.

We consider the ARA to be a success in Rhode

Island. Training is filling a local need by developing the talents of the unemployed so that they may be applied to existing employment opportunities in business and industry. There are also a few applications for aid in developing industrial parks, although full advantage has not yet been taken of the loan and grant provisions of the Area Redevelopment Act.

Critics have pointed out that the total number of people trained and in training under ARA is a small part of the total unemployed in the area. This criticism is well taken, but the training has provided a first step in filling our needs. In addition, it has helped to awaken the public to the need for adequate training and has stimulated reevaluation of present permanent training programs operated by the schools and by industry. This byproduct, that may well encourage more and better on-the-job training as well as continued improvement in vocational school facilities, may do more toward improving the economic health of the community than the program itself.

Another important byproduct has been the cooperation developed during the operation of the program. The successes in Rhode Island were possible only through the close cooperation of the Rhode Island Department of Education, the Department of Employment Security, local school officials and teachers, leaders of business and industry, labor organizations, and the Governor's Advisory Council on Area Redevelopment. We consider the effort to be a beginning rather than a work approaching its conclusion. The spirit of cooperation and the organization emphasizing joint leadership will be applied beyond the scope of ARA to the various programs under the "Jobs for Youth" campaign and the new Manpower Development and Training Act.

Prospects for MDTA

As the team working out the details of training under ARA adds the duties of initiating training under the Manpower Development and Training Act, training for other occupations is being studied. In the near future, this area will need a number of people trained in the operation of digital computers. A program under study is designed to train four categories of workers. One of the colleges in Providence is expected to make its facilities available, and members of the faculty are expected to be willing to participate. The details are not complete, but the courses may be offered on several levels. [At the end of June, training for 160 trainees in four data processing courses had just been approved under ARA.]

Another program being considered would train dental laboratory technicians. It is hoped that initial training can be given under the provisions of the MDTA. One employer has tentatively agreed to continue on-the-job training on his own after the initial training until the 3-year qualifying period for that occupation is completed.

The work is continuing as new plans and programs develop. Community interest is high, and we expect the continued cooperative effort to make permanent improvements in the economic situation in the Providence-Pawtucket labor market area.

Problems and Obstacles Abound As . . .

ARA Gets Started in Michigan

By **MARY MANNING**
Employment Service Executive
Michigan Employment Security Commission

SHORTLY after the passage of the Area Redevelopment Act, research personnel of the Michigan Employment Security Commission began an intensive effort to gather the labor market data required for determining the economic condition of communities throughout the State. During the summer and fall of 1961, these data were gathered and analyzed. In a substantial number of small areas, it was necessary to make commuter surveys to determine appropriate labor market area boundaries before the labor market analysis itself could be done. Research in these areas involved a high degree of ingenuity and great effort as many had not been studied before because of their small size.

To date, 38 areas in Michigan have been designated as redevelopment areas and therefore eligible for grants and loans under the Area Redevelopment Act, but one—Flint—has been withdrawn from this classification.

The Governor assigned the responsibility for co-

Trainees learn to operate a spring machine.

ordinating the entire Area Redevelopment program to the Michigan Economic Development Commission. This agency was to assist communities throughout the State in working out their Overall Economic Development Programs required by the ARA. In addition to furnishing labor market data, the Michigan Employment Security Commission was responsible for administering the occupational training programs.

Civic Leaders Like the Idea

In the fall of 1961, civic leaders throughout the State were informed of the implications and possible benefits of the Area Redevelopment Act, and proved most receptive to the idea of participating in Area Redevelopment planning and programs. Shortly after the release of Federal procedures and regulations, the Director of the Michigan Employment Security Commission called a meeting of representatives of all interested groups to plan the cooperative effort needed to carry out the provisions of the Federal legislation. As a result, 27 OEDP's have been submitted from this State, and 22 have been approved by the Area Redevelopment Administration.

Early in December, all field supervisors, local office managers, and State office staff concerned with the program met to discuss their duties. At approximately the same time, field personnel and State office staff were detailed where needed to assist in initiating the program. To date, their efforts have resulted in the establishment of 13 Area Technical Committees on Training.

Agency staff next began contacting employers to determine occupations in which there were shortages of trained workers. The employers were most cooperative in helping to prepare descriptions of the occupations for which they believed there was a need for training.

At the about this time, the State Department of Vocational Education called a meeting of all school superintendents and vocational education directors to inform them more fully of their role under the ARA. They were asked to fill out a questionnaire about their facilities to give training under this program. The completed questionnaire gave a rather complete picture of the training stations available throughout the State. The results of this inventory were compiled and submitted to the Michigan Employment Security Commission.

Once the training in specific occupations had been determined and job descriptions prepared, representatives of the Michigan Employment Security Commission worked very closely with vocational educators in developing possible training courses. These efforts resulted in the submission of 35 training proposals to Washington; 15 have been approved, providing training for 835 people.

Problem Areas and Obstacles

One of our first concerns was the establishment of an organizational unit which could spearhead activities in this field of vocational retraining. Because of the desire of the Government to undertake vocational training programs at the earliest possible date, no permanent organizational structure was attempted. For some time, the administrative work was done by personnel detailed on a temporary basis.

The newness of this legislation and the necessity for detailed instructions from Washington also proved to be an obstacle. It was necessary to keep agency staff alerted to the procedures and regulations prescribed by the Federal Government and any re-

visions as they were made. This called for extensive and intensive in-service training of personnel.

This was the first major effort by the Federal Government to convert the Employment Service from a manpower exchange into a manpower development agency. It is understandable, then, that new concepts had to be accepted and a new public relationship developed in order that this change in the role of the employment security system could be realized.

Because of the urgency, misconceptions arose as to the procedures to be followed in establishing a training program. At times, training curricula preceded the determination of the need for them. At other times, the needs of specific individuals were stressed without thought being given to the abilities of these persons to acquire marketable skills. Had it not been for the enthusiastic cooperation and the dedication of personnel from all agencies involved, these difficulties could have become insurmountable. As it was, however, they were only problems which had to be overcome.

Another obstacle which arose early was the tendency to look to availability and suitability of training facilities rather than to the need for their use. For example, since it was feasible to train clerk-typists because of the relative adequacy of facilities, very often this type of training was proposed regardless of any justification of its need. This problem, too, has been lessened as personnel working in this field have gained experience and understanding.

Another problem of continuing concern is that frequently the qualifications of persons most in need of training do not meet the criteria of selection established for the training program. Since we can train only when there is a reasonably good chance that those trained will obtain employment, persons must have the education and experience required by the employers before we can refer them to training. Very many of our hard-core unemployed, however, fail to meet these basic standards.

The program now underway in the Port Huron area is a good example of the results that can be obtained through coordinated efforts in a depressed community.

Employment Conditions in the Port Huron Area

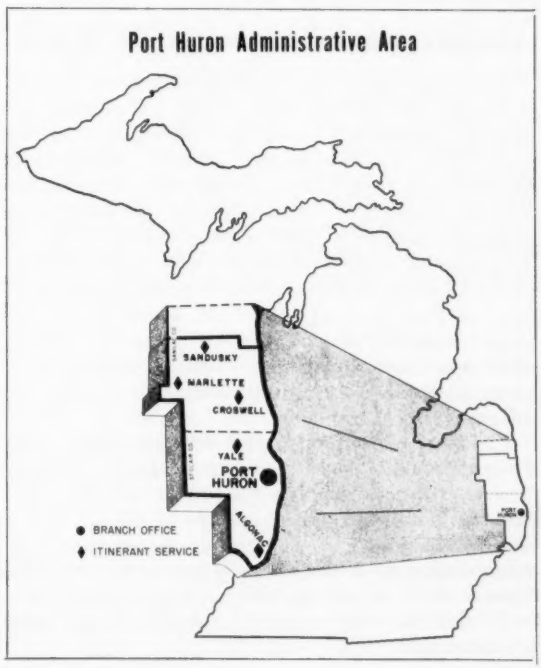
The Port Huron Labor Market has a current labor force of about 35,000, with 3,500 unemployed. This area has had a substantial labor surplus since 1956. Approximately 24 percent of the unemployed (excluding service workers) are semiskilled and 29 percent are unskilled. A great majority of the unemployed are men, laid off permanently from industrial jobs when such plants as Palmer-Bee, Chrysler-Marysville, Pressed Metals, and Ainsworth Corporation closed their doors.

Starting the Program

At the end of 1961, the manager of the Port Huron local office attempted to form a committee to assist the community with its unemployment problems. A nucleus committee of only three members was established on January 10, 1962. Since then, the membership has grown and the committee has become increasingly active. This committee now consists of the local office manager as chairman and the Vocational Educational Director of the Port Huron Schools, Vocational Education Coordinator of the St. Clair River District, a representative from the U.S. Bureau of Apprenticeship and Training, the business agent of the International Association of Machinists, three representatives from the area Chamber of Commerce, and a representative of the State Vocational Education Department. This group was instrumental in planning and coordinating the program discussed below. It is expected that this committee will continue to be effective in assisting the community with its overall economic problem.

Surveys of training needs and employment possibilities were made in the Port Huron area early in the first quarter of 1962. It was learned that a Michigan manufacturer of automotive springs was to open in Port Huron a production plant known as the Howard Spring Corporation which would employ about 130 workers, with a possible expansion to 200. Contacts with this company revealed that production was scheduled to start about May 1, with an increase in production by June 15. The workers needed would be operators of fourslide forming machines, automatic spring coiling machines, and torsion spring machines.

A thorough search of the local office files showed no applicants with such experience. In consultation with the employer and the local vocational education de-



partment of the public school system, it was determined that the necessary knowledge and skills could be imparted quite readily to workers who had some experience in machine shop work or with machine operation. A minimum of 200 hours of training would be needed to make them employable on the special spring-making machine jobs. The employer agreed to furnish additional training on the job.

Content of Training Program

It was necessary to train for three positions: (1) Slide-Forming Machine Setup Man and Operator (spring; wire work) 5–83.332; (2) Job Setter and Operator, Spring Coiling Machines (wire work) 5–83.331; and (3) Job Setter and Operator, Torsion Spring Coiling Machine 5–83.331.

A course outline was drawn up for 40 hours of orientation in machine shop practice and 160 hours of training on specialized equipment and safety practices.

Training Facilities

The Port Huron Junior College had facilities which could be used for the initial part of the training. The laboratory is completely equipped with all of the machine tools and testing equipment needed to train machine tool operators and metal trade technicians.

For the rest of the course, special machines were installed in a training room at the industrial plant. Both of these facilities will be available for future training of this type. All equipment was obtained on a rental basis.

Standards, Recruitment, Selection, and Referral

After a job study, it was determined that the General Intelligence, Finger, and Manual Dexterity and B–397 Machine Operator, General, 6–78.905 tests would be used. The employer specified that the trainees must have a background of some machine shop or industrial machine experience. Age requirements were open, but preference would be given to older workers, married men, those who had been out of work for an extended period of time, and those who were permanent residents of Port Huron County. In addition, the employer requested that, in the first group of trainees, educational attainment be as high as possible since group leaders and supervisors would be selected from this class.

The local newspaper carried an announcement of the establishment of this new firm in the Port Huron area and the possibility of a training program for area workers. Applicants were advised to apply at the local MESC office. With the applications already in file and the large number of new aplicants brought in through the newspaper publicity, the local office had a fertile field for selection, and no further recruitment was necessary.

Candidates were carefully screened and tested. Of the 281 applicants interviewed, 42 were accepted for referral.

Of the 42 referred, 10 declined because of the wage rate and 2 did not pass the physical examination. The wage rate, after completion of training, would start at $1.65 an hour, with an additional 10 cents in 30 days, and would increase to $2 an hour after the first year.

Characteristics of Trainees

An enthusiastic group of 30 men began training on April 6. The fact that a job would become a reality immediately upon successful completion of the course was an incentive for sincere application during the training. This group consisted of married men, with one exception, with a total of 58 dependents. None of them was under 25 years of age, and only 4 were over 45. Ten were high school graduates and six had less than an 8th grade education. Eighteen of the men had been unemployed for over a year, three from 27 to 52 weeks, five from 15 to 26 weeks, and four from 5 to 14 weeks. Only 13 were currently drawing unemployment insurance benefits.

Two instructors from the Port Huron Junior College gave the first 40 hours of training and three specialized instructors chosen from qualified journeymen in the industrial field conducted the other 160 hours. One of these instructors coordinated the entire course. The entire training program was under the administration of the Vocational Education Department of the Port Huron area public school. Services of the personnel of the Department as well as of personnel of the Employment Security Commission were available whenever needed.

An agreement was made with the company that all materials produced by the trainees would be "scrapped." This agreement avoided any problems with respect to wages which would otherwise have to be paid for production of saleable products.

Two trainees in the first class dropped out. One was offered immediate employment with another company as a machine operator. The second, in the upper age bracket, accepted work as a custodian. Both felt that they could not afford to turn down the immediate prospect of full paychecks.

A second class of 45 trainees began on May 28. The same procedure, found highly successful, was followed in selecting, testing, and preparing the individuals for this program.

The moving of the production of the Howard Spring Corporation from one location to another is being accomplished on a gradual schedule. Of the 28 trainees who completed the training course, 26 have been placed and the other 2, as well as those in the second session, will be absorbed as the transition progresses.

Mines and Timber Depleted . . .

Workers Train for City Jobs

By ROY H. ANDERSON
Area Redevelopment Coordinator
Minnesota Department of Employment Security

An instructor demonstrates welding operation to a class of trainees.

THE Northeastern Minnesota Redevelopment Area comprises 13 counties located in the northeast corner of the State, bordering Canada on the north and Lake Superior on the east. It includes the rugged, sparsely settled, and nationally known Wilderness Area on the Canadian border, the iron ore mining ranges, and the Duluth seaport. About 440,000 people lived there in 1960, a gain of 10 percent from 1950 despite the out-migration of 17,000 during the decade. The area is basically dependent on iron mining and processing, forest products industries, and tourist trade. The Duluth metropolitan area has a more diversified economy but is still largely tied to the same three activities. The seasonal nature of these industries and the sensitivity of the mining industry to the national economic downturns have resulted in a continuing serious unemployment problem exacerbated during off-seasons and in general business recessions.

Reduced Iron Ore Production

The principal problem has resulted from the reduction of iron mining activity, particularly since 1958. Iron ore production in the overall Lake Superior area, of which northeastern Minnesota is a part, dropped from 105 million tons in 1950 to 60 million tons in 1961. Employment in iron mining in Minnesota dropped from 16,900 to 13,700 during the 10 years before 1961 in spite of the development of taconite iron ore plants, which now employ about 4,800 people. The development of taconite processing reduced high grade ore mining and, in some cases, permanently displaced professional and technical, as well as production, workers in the firms engaged in the mining of direct shipping ores. These displaced workers were not absorbed by the taconite development because of hiring specifications, the location of the plants, and the timing of the layoffs. Transportation, construction, and trade activities have been adversely affected by these developments in mining. No new activity of substantial size has developed within the area to offset the losses in employment. Area unemployment has ranged from 6.5 percent to 15 percent since 1958.

With the passage of the Area Redevelopment Act in May 1961, the Department of Commerce appointed a field coordinator for the northeastern Minnesota area. The Minnesota Department of Business Development also assigned staff to aid communities in organizing under the law. The State Department of Employment Security had been gathering area labor market information since January 1961 in anticipation of the passage of the Act. We were therefore in a position to furnish the State and local groups with basic data with which to start their planning.

Numerous meetings were held throughout the area with representatives of various agencies, including Employment Security. At these meetings local business, labor, and civic leaders were given information on how to organize and prepare their respective Overall Economic Development Programs (OEDP). As a result of these meeetings, 17 area committees have been organized. OEDP's were prepared and submitted by nine communities. The Minnesota Department of Business Development prepared an OEDP for the entire redevelopment area, which served as a pattern and a basis for the respective community programs.

Projects Are Proposed

Minnesota is one of very few States in the Nation to set up a fund to aid communities in the financing of local projects. A $1½ million fund was voted by the State Legislature to enable local communities to launch projects by financing as little as 10 percent of the total cost of the project proposed.

As a result of the combined efforts of the various communities and the State, proposals for 27 industrial projects are awaiting action by either applicant, local development group, State agency, or Federal ARA. The aggregate cost of these projects would be about $12.8 million, for which ARA loans in the amount of

School supervisor Donald Gibson, Sr. explains diesel operation to two students.

$9 million have been proposed. New employment to be provided by these projects is estimated to total 1,500. According to the most recent information from the Department of Commerce, no project for this area has yet received final approval. However, a number are currently being considered by the Washington office of the Area Redevelopment Administration. The following are examples: a $144,000 sawmill, a $20,000 cedar fencing plant, a $67,000 charcoal industry, a $3½ million peat moss project, a $2¼ million potato processing company, and a $172,000 sunflower seed plant.

To an outside observer, progress under the ARA would appear to be extremely slow. However, since most projects proposed for the area have been highly speculative and must be very carefully scrutinized by the Small Business Administration and others for a decision as to feasibility, the delays are understandable.

Training Gets Underway

To carry out the Employment Security responsibility for recommending training under the Act, a study of manpower supply in the area was undertaken in October 1961. The study included over 8,000 applicants for employment. Almost one-half were in the prime age group of 21–44 years; 29 percent were unskilled; 32 percent, semiskilled; and 26 percent, skilled. The major portion of these applicants came from the construction and mining industries.

In November 1961, a study of labor demand was undertaken. Over 500 firms were contacted by mail and personal visit to determine anticipated needs in 6 months, a year, and by mid-1963. This study revealed no significant training needs within the redevelopment area. After considering the number of unemployed for whom no employment opportunities were foreseeable, the State Department of Employment Security reviewed occupational shortages in the Minneapolis-St. Paul metropolitan area. A proposal was then made to train workers in the redevelopment area for occupational shortages in the Twin City area. Nine occupations were chosen for which demands appeared to justify training. A study of interest in such training was conducted by local offices throughout the redevelopment area, and in December a proposal for training of 420 workers was prepared jointly by the Department of Employment Security and the Department of Vocational Education and was submitted to Washington for approval.

First Classes Begin

On February 5, 1962, approval was granted to train 120 workers—14 in welding, 76 in electronics, and 30 in diesel mechanics. The first training classes were started February 19. Detailed job specifications, secured from the employers who needed the workers, were furnished to the training facility to assure that the training would be consistent with the demand. Trainees were screened carefully by local offices; preference was given to those best qualified on the basis of experience, interest, and aptitude and who were willing to move to the job site on completion of training. Specific aptitude batteries were administered in most cases. Some of the local offices did group testing in order to facilitate handling the large number who applied. Most of the trainees selected had experience in the respective fields. Vocational Education authorities have commended us on the selections made. The number of dropouts has been very small, consisting almost entirely of trainees who found employment.

The welding course will be completed first. None of the 14 trainees enrolled in this class has dropped out. Two recruiters from Twin City firms have visited the class. One offered employment to every member of the class and left a company application with each man. We hope to be able to encourage recruiters from other firms to visit the other classes as they near completion. We look forward to this placement effort since we feel that it will be the real test of the training undertaking.

We have just received approval to train an additional 72 workers in machine tool operation and welding. This training will begin as soon as facilities can be readied. Existing vocational school facilities are being utilized for all classes.

In addition to these areawide training proposals, a proposal to train short order cooks has been developed for the Duluth area based on the heavy demand of the hotel, restaurant, and resort industries for this

type of help. Although this is a small project and would involve only 10 trainees for a period of 6 weeks, it represents the first effort to inaugurate a local project in Minnesota. Consideration is also being given to the training of power sewing machine operators for several local firms. This proposal has been delayed because of the inability to arrange for "on-the-job" training.

While actual results for the effort expended under the ARA program are not evident at this time, it is believed that the next several months will be more fruitful. Employment Service participation and contribution of technical information has firmly entrenched us in the various communities as a source of basic information on the labor market. Our analysis of demand and supply preparatory to the recommending of training programs has earned the respect and confidence of employers as well as labor. Employers particularly have commented on many occasions that it is gratifying to know that training will not be done for the sake of training but will be based on actual needs. Our associations and meetings with representatives of the various agencies and organizations have also resulted in a better understanding of Employment Service facilities and functions.

Problems Slow Progress

Certain problems have become evident in working with the ARA program. In spite of all the help offered by various Federal, State, and local agencies to the local community groups, the lion's share of the work involved in preparing the OEDP falls upon local volunteers. This has slowed up the process. However, this cannot be avoided, since it is one of the basic "self-help" principles of the Act. Another problem involves the requirement that the local community raise a certain percentage of the basic cost of any project proposed. This has been a problem in the smaller communities, although it is necessary in order to give assurance of the soundness of the proposals.

From the standpoint of the training provisions of the Act, the principal problem has been the lack of demand within the area for occupations for which training can be given. The training of workers in a distressed area for needs elsewhere restricts the training to workers who are willing to move out of the area. Out-migration does not solve the basic problems of the community, of course, even though it does offer the trainee an opportunity for a start elsewhere. This also presents a problem if the trainee decides at the end of his training that he does not want to move. We have also run into a dead end in proposing "on-the-job" training, since a worker employed on the job must be paid at the minimum rate under the Wage and Hour Law no matter how little he produces. Consequently, there appears to be no room for ARA assistance, in spite of the fact that for some occupations "on-the-job" training would be far more effective and inexpensive than the institutional type of training.

We look forward to the months ahead when the results of activities under the Area Redevelopment Act become more evident. Experience will serve us well under the new Manpower Development and Training Program.

Pottsville Starts Ball Rolling . . .

A Coal Mining Area Trains Workers

By **WILLIAM E. EAKIN,** ***Veterans Employment Representative for Pennsylvania***
***and* JOSEPH F. WELSH *and* MELVIN S. GARDNER**
Assistant Veterans Employment Representatives
Veterans Employment Service, Bureau of Employment Security

POTTSVILLE, PA., is located along the southern edge of the anthracite field, approximately 58 miles northeast of Harrisburg, the State capital. It is a rugged and steep-hilled city of boomtown origin, a product of the coal rush period which began in 1824. Pottsville did not have any operating coal mines at that time, but the newcomers went to work manufacturing the machinery, boilers, mine cars, hoisting engines, and pumps needed in the mines. Development continued along these lines until the town became the manufacturing and transportation center of the lower Pennsylvania anthracite district. At a later date, coal fields which were opened up in areas surrounding the city added to its prosperity and growth.

With the decline of coal as a fuel for home and industry, there also came a decline in the goods and services which support the industry. The economic erosion became most pronounced in the 1930's when unemployment became widespread and chronic in the Pottsville area. Many of the young men who

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left the community to enter the Armed Forces during World War II returned to a situation of limited employment prospects.

Realizing that the future would be bleak unless something were done, community leaders began an intensive campaign to attract other kinds of industry to the area and also to help with the expansion of existing industry where feasible. These efforts brought 10 new industries to Pottsville from 1952 to 1962, adding 2,250 jobs to the area. The new industries included metal fabrication, machinery, chemicals, glass, and textiles. Most of the new employment was for men and provided the local economy with a good degree of stimulation but not enough to resolve the 15 percent unemployment problem.

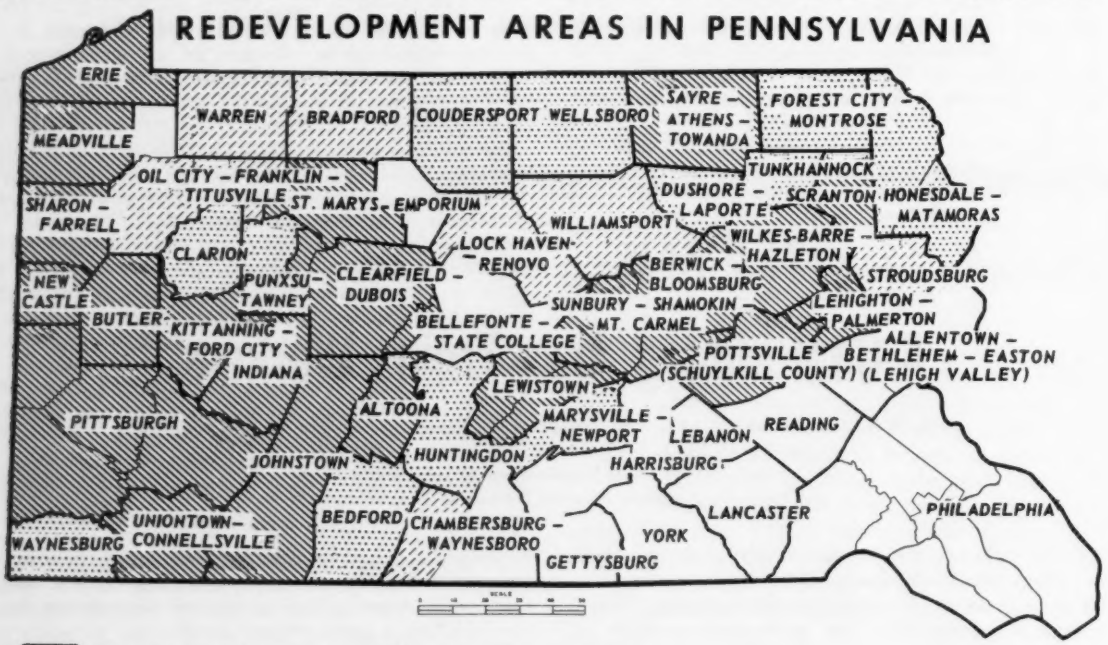
The local apparel industries expanded from 5,000 in 1940 to 15,000 in 1962; however, this employment is 95 percent female. The rise in employment of women and the drop in employment of men apparently caused a change in the sociology of the city. It was not unusual to see housekeeping husbands bidding their working wives goodbye in the mornings. This is still true in some instances and, where it has occurred, the reversal of roles has caused a variety of family problems.

The Pottsville local office serves approximately one-half of Schuylkill County, which currently has a population of 173,000—a decline of 55,000 in the past 20 years. Approximately 33,000 veterans reside in the county. At present, the active file of the office averages approximately 3,200, of which 1,200 are applications of veterans.

The local office has played an active role in assisting the community with its employment problems. Cooperating closely with the industrial development committee, the local office has conducted detailed skill surveys and other studies to provide a comprehensive picture of the work force for use by incoming industry. In addition, the office has been appropriately staffed to provide a concentrated service for applicants and employers as the need arises. A strong spirit of cooperation exists between the Employment Service and other organizations in the area involved in economic development. Their common endeavor is the reduction of the high unemployment rate.

By the early 1960's, it was obvious that additional assistance was needed to ameliorate the problem. The Area Redevelopment Act, a key item in President Kennedy's domestic legislative program, was signed into law on May 1, 1961.

To obtain assistance under the Act, a great deal of planning and preparation was required on the national, State, and local levels. It was not until January 1962 that the first ARA training course in Pennsyl-



vania was begun—initiated by the Pottsville local office.

Preliminary planning for the training courses was carried out by Ray T. Bakey, manager of the Pottsville local office, and Carl J. Klitsch, local Veterans Employment Representative. As early as September 1961, an area advisory committee was organized to help develop the training program. According to operating instructions, the committee was charged with the responsibility for recommending courses of instruction. Members of the Pottsville ARA Advisory Committee on Training represented the following organizations: Schuylkill Planning Commission; Greater Pottsville Industrial Development Corporation; United Labor Council of Schuylkill County; Pottsville Merchants Bureau; Pottsville School District; Bureau of Apprenticeship and Training, U.S. Department of Labor; Greater Pottsville Area Chamber of Commerce; and Pottsville local Employment Service office.

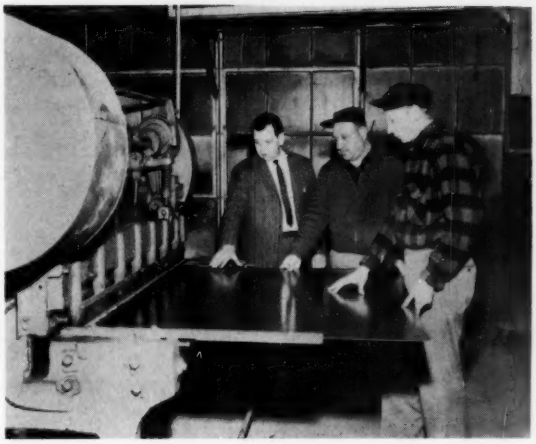
In order to establish courses under the Act, training had to be geared to the development of skills which were in short supply locally. Several shortage occupations were found in surveys conducted by the PSES for the Committee. The training objectives arrived at were: sheet metal machine operator; power sewing machine maintenance mechanic; electronics technician; pipe fitting and welding, preapprentice and upgrading. The training plans were developed in great detail and were submitted to the State office and then to the national office of the Bureau of Employment Security for approval.

The Search for Trainees

While the plans were being approved, the local office began a preliminary screening of applicants for training. Both the active and inactive files were searched, and prospective trainees were called in for interviews to determine whether they were interested in training. The places of employment for which training was being conducted had to be visited so that proper equipment, material, and trainers could be organized for the program. Arrangements were made with the Vocational Education Coordinator to serve as ARA training director for the Pottsville area. His responsibilities included making arrangements with the school board for the necessary training facilities and equipment, together with adequate instruction.

By January 1962, final approval was received to establish two courses in Pottsville—sheet metal machine operator and power sewing machine maintenance mechanic. Large numbers of applicants were called into the office on a scheduled basis and were interviewed, counseled, and tested for the training objectives. After many weeks of this intensive screening, a final list of eligibles was developed.

The first training course was begun at the Pottsville High School on January 29, 1962. This class was developed for training of power sewing machine maintenance mechanics. It had an enrollment of 20 men, of whom 13, or 65 percent, were veterans. The training was scheduled for 20 weeks, with a maximum of 800 hours of instruction. The total number of hours was subject to revision, depending upon the progress of the class and the needs of the apparel and garment plants in the area. Since qualified instructors were not available during the day, the course was given from 6:00 p.m. to 2:30 a.m.



Charles Synder, left, discusses sheet metal work on a power shearer.

Since January 29, two additional courses, both for sheet metal machine operator, have been established. The first was started on February 19. Each course has 20 trainees, 55 percent of whom were veterans. The Pottsville office was complimented by the course instructors for the quality of the candidates selected.

Reaction to all three courses—by trainees, instructors, employers, and the entire community—has been favorable. There is a general feeling that something significant is being done to remedy the economic ills of the community. Instructors report a sincere effort and earnestness on the part of trainees. There is practically no absenteeism, and dropouts are rare. Many of the trainees are former steel, mine, and construction workers who have lived in the area all their lives. The educational background of the trainees in each course ranges from eighth grade through high school. A large number are family breadwinners with many financial obligations. They all share the pleasure and satisfaction derived from knowing that they are involved in something of benefit to their futures. Moreover, they have reasonable assurance that there is need for the skills they are learning.

While the training is going on, employer relations representatives of the Pottsville local office solicit potential job openings with local employers so that the trainees may be referred for job placement upon successful completion of the training course. Employer

response is encouraging. The probability of employment for the trainees is much higher than for the average unemployed person in the community. At the same time, they are drawing a weekly subsistence allowance which permits them to meet their financial obligations.

The people of Pottsville realize that ARA is not a cure-all for their economic ills; however, they also realize that it is a very useful and constructive influence as far as training of the unemployed is concerned. As time goes on, they will be reaping the advantages of other sections of the Act for redevelopment along additional lines.

At present, two new industries are coming into the area which may be in need of training programs before they are fully staffed. These industries will employ a large percentage of males. Equipped with ARA assistance, Pottsville has the assurance and confidence that the new industries will be staffed with adequately trained personnel. In addition, the city has the opportunity to develop and compete in the ever changing economy.

A Pioneer Farm Effort . . .

Training Farm Machine Operators

By **FRED WATTS**
Chief, Bureau of Farm Placement
New Jersey Division of Employment Security

AGRICULTURE has a significant role in New Jersey's economy. It is an enterprise with a multi-billion dollar investment in land, buildings, livestock, and equipment. Up to 70,000 workers are employed sometime during the year to maintain farm production and to harvest the abundant fruit and vegetable crops. New Jersey stands highest in the Nation in the gross return for agricultural products per acre—$223 as against a national average of $31.

Rapidly expanding industrialization and increasing population needing space for housing have reduced the overall farm acreage in the State, yet, in southern New Jersey, agriculture has expanded and become more specialized and commercialized in the past decade. This has resulted in an obvious need for a farm labor force with the skills essential to a mechanized agricultural economy.

For several years the State Employment Service, vocational-agricultural educational authorities, and growers had discussed ways and means to supplement the regular vocational training for youth in the high schools or for adult farmers in night courses by offering a specialty designed course to train ordinary farmhands in the operation and maintenance of tractors and machinery common to fruit and vegetable farming. The passage by Congress in May 1961 of the Area Redevelopment Act presented the opportunity.

Three southern New Jersey counties—Atlantic, Cape May, and Cumberland—were designated as eligible for assistance under this Act. A committee of three—one each from the State's Departments of Labor, Education, and Agriculture—was established early in June to explore the potential of this source of funds for a pilot training program in one of these counties. Atlantic County was selected by this committee as presenting the greatest need.

Although the number of farms in this county had dropped from 1,400 to 1,000 between 1949 and 1959, the acreage cultivated intensively had risen from 41,700 to 45,700, and the gross value of farm products sold had jumped by 50 percent, from $9 million to $14.7 million. This same county also had at Hammonton one of the best equipped and staffed vocational-agricultural schools in the State. The strong agricultural base assured good public acceptance in this county. The Employment Service could confirm an existing need for tractor operators, since job orders for such experienced workers could not be filled.

It was decided that, if a 16-week course were to be started, it should begin about the middle of November in order to be completed by early March.

The trainees would then be ready for the start of spring production work. But all training plans had to be completed before any directives or specific procedures were available from the Bureau's national office. The first step was to confirm the need in Atlantic County for skilled farm tractor and machinery operators. This was done informally through conversations with representative growers by farm placement representatives in the Hammonton local office area.

The need was generally confirmed, but it was immediately determined through these discussions that to assess the employment potential accurately the farmers should know the specific type of instruction to be given and whether a course could be designed to equip workers with suitable skills to fit their operations. A proposed course outline was prepared, based on 20 hours of instruction per week for 16 weeks. Institutional training, supplemented by practical field instruction (10 acres of ground were rented to afford practice in all field operations), was to be the main ingredient of the course. It was recognized that, because of the low educational level of the potential trainees, a maximum amount of visual aids and field work would probably be necessary.

Commercial Farmers Cooperate

Then a random survey of 25 commercial farmers in the Hammonton area was made, with each of those interviewed having an opportunity to review the preliminary outline of the proposed course of study. All but one of those interviewed confirmed the need for skilled farm workers, 23 thought the training course desirable, and 15 gave reasonable assurance that they would hire suitable workers who had completed the training. These latter also felt that the machine maintenance and blueberry pruning phases of the instruction would assure the trainees a full 12-month workyear, rather than the usual 8-month span in that area for unskilled workers.

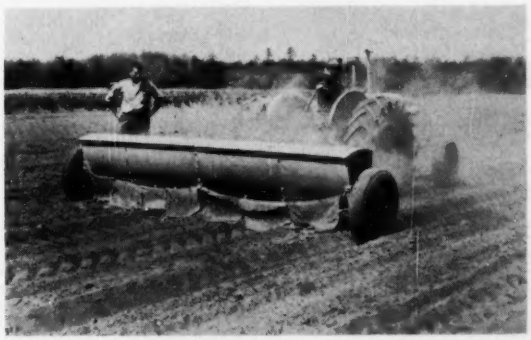
At this point, the proposal was taken to the southern New Jersey Development Council which had been designated to prepare an Overall Economic Development Program. The Council was drawing up such a plan, but, since it had not yet been submitted for approval, no action on the training program could be taken. The next several months, through early December, were most frustrating. Approval of the OEDP finally permitted appraisal of the training plan and the date of January 8, 1962, was set for the class to begin. This left only about 3 weeks for the two local Employment Service offices serving Atlantic County to select 25 trainees, and for the vocational-agricultural school to secure the necessary equipment, training aids, and staff.

A review of the Employment Service testing facilities had revealed the lack of a comprehensive testing procedure oriented to the selection of trainees for a skilled farm labor training program. It was decided that the selection would be made from among unemployed or underemployed males with agricultural backgrounds living in Atlantic County. Although employers indicated that the preferable age range was 22 to 35 years, it was agreed that selection would not

(*Continued on page 26*)

Edgar Loveland, president of the Atlantic County Vocational School Board, presents a graduation certificate to training school student Frank Adams. At left is Raymond Kienzle, supervisor of instruction.

Billie Joe Knight, training school graduate, on tractor, checks depth of spring tooth harrow with employer Ernest Galletta of the Atlantic Blueberry Co., Weymouth, N.J.



Edward Wullermin, Hammonton vegetable and berry grower, watches Herminio Nieves, training school graduate, operate a fertilizer distributor.

An occupational training class which is made up of 25 members of the Colorado River Tribes.

Indians on the

By VICTOR SWAZIEK, *Acting Area Employment*
and ROBERT CULLUM, *Employment Assis*
Bureau of Indian Affairs, Depa

ON INDIAN reservations in Arizona and New Mexico, Ap
Ariz., 25 previously tested and enrolled members of the C
machinery operation. At Navajo, N. Mex., 100 members of
operation, with a second group of 100 to follow in a somewhat lo

Instruction is being provided under State Department o
were registered by the Arizona or New Mexico State Employm
River Tribal Council and the Navajo Advisory Council have b
stimulating participation by tribal members. Bureau of Indian
and in the role of coordinator. Referral and certification of
ment Service, and in New Mexico by the Bureau of Indian Affai

Colorado River Training Project

THE Colorado River Tribal Council was first organized in August 1937 under the Indian Reorganization Act. One of its major objectives has been the economic development of the area.

The Council has established a Business Development Office and Committee, with a full-time professional business manager as planning coordinator and public relations liaison with both government and private organizations. Under the impetus of this office, demographic, social, and economic studies have been carried out by the University of Arizona; there has been river-front subdivision development; a special study on tourism and recreation is underway; a scholarship program has been established; and numerous community development projects have been undertaken.

The Colorado River Reservation Redevelopment Area, about 46 miles long and 13 miles at its greatest width, is located along the Colorado River in western Arizona (northern Yuma County) and southeastern California (San Bernardino and Riverside Counties). All but a small portion of the area lies on the Arizona side of the river.

The town of Parker, Ariz., site of the Colorado River Indian Reservation Agency and tribal headquarters, is in the extreme northern portion of the area and is the only major townsite. Also included within the area is a small settlement at Poston, site of Japanese relocation camps during World War II. Most of the Indians in the area are members of the Mohave and Chemehuevi Tribes with a smaller number of Navajos and Hopis.

The area consists largely of irrigated farm land and mesa, surrounded by low desert mountains, with little or no vegetation. The backbone of the economy is irrigation farming. The area's river bottom desert soils are among the most fertile in the country.

Except for a few families in Parker, the Indians live in homes scattered throughout the irrigated sections of the Colorado River Area much the same as farm homes in other rural sections of the country. They depend largely on wage and salary employment, farming, and income from farm leases as their primary source of livelihood. Most of the employment is unskilled, and largely temporary in nature. The 1958 economic survey by the University of Arizona indicated that 20 percent of the adult population were unemployed, and this during the peak of the cotton picking season, when unemployment on the reservation is considered at a minimum. The survey also estimated that 25 percent of the male population on the reservation have chronic employment problems.

(*Continued on page 25*)

The concepts and purposes of the Area Redevelopment
tribes of the Southwest. Many of these tribes, with the help
some phases of long-range economic planning for many years.
tion of the material and ideas required for an Overall Economic
To many Indian tribes, the drawing up of an OEDP for presen
existing resources.

On most southwestern Indian reservations the problem is n
of human as well as natural resources lies at the heart of a c
social as well as economic consequences of poverty.

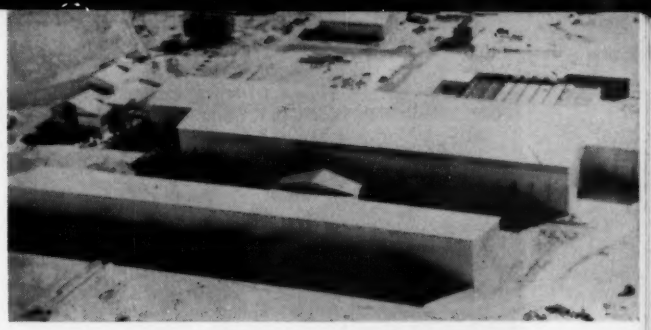
In this connection, a fact not always fully recognized, is t
veloping new needs and presenting new accomplishments. T
Mexico, 85,000 strong, known traditionally for sheep raising, r
its personal income derived from wages and salaries and on
Similarly, over the past decade of intensified activity on the p
Services, the number of Indian job placements has steadily incr
into nonagricultural work. In its OEDP, the Navajo Tribe st
support of 10,000 families. Chronic unemployment was preser
River Tribes.

on the Job Path

Employment Assistance Specialist, Phoenix Area Office
oyment Assistance Specialist, Gallup Area Office
Affairs, Department of the Interior

Mexico, April 30, 1962, was T (for Training) Day. At Parker, ers of the Colorado River Tribes began a 16-week course in farm iembers of the Navajo Tribe entered a 5-week course in sawmill omewhat longer course.

partment of Education auspices for each program. All trainees ce Employment Service and given an aptitude test. The Colorado uncil have been active in planning their respective projects and in u of Indian Affairs personnel have served in all phases of planning fication of trainees will be done in Arizona by the State Employ- ndian Affairs.



The new Navajo sawmill at Navajo, N. Mex. has approximately 10 acres under roof.

Navajo Training Project

THE Navajo Tribal Council, as the duly elected governing body of the tribe, designated an Advisory Committee as the executive body to represent the Council in making all plans and commitments under the area redevelopment program.

Over the past decade, the Navajo Tribe has undertaken many forward-looking projects. These have included range and water development; construction of an up-to-date youth camp; establishment of a scholarship fund, proceeds of which provide $400,000 each year for support of higher education; a farm training program looking to the possibility of an additional 110,000 acres of irrigated land at such time as Navajo Dam water may become available for use on the reservation; enlargement of Wheatfield Lake for recreational use; construction of campgrounds; construction of 57 chapter houses for local community use; development of Monument Valley Park; provision of tourist facilities at Window Rock and Shiprock; construction of a large community center at Tuba City and Window Rock; development of a ram herd for improved sheep breeding; and its most recent major project, construction of the West's newest and most up-to-date sawmill at the new townsite of Navajo, N. Mex., at a cost of $8.5 million.

Youth activity programs, including Girl and Boy Scouts and 4–H Clubs, are actively supported. Development of new industries on the reservation may be possible as a result of the multimillion dollar coal-burning steam electric plant of the Public Service Company of Arizona located near Fruitland, N. Mex.

The Navajo Indian country, including the Reservation and adjacent lands used and occupied by Navajos, embraces nearly 16 million acres. It measures 260 miles east to west and 150 miles north to south over eight counties in northeastern Arizona, northwestern New Mexico, and southeastern Utah. The topography varies from mountains 11,000 feet high, with clear streams and stands of timber, to semidesert lands at 4,500 feet elevation. The climate for the most part is semiarid and suitable primarily for grazing. The annual precipitation varies from 5 inches in the lower elevations to 23 inches in the mountains. The land is used principally for grazing small subsistence flocks of sheep and goats under herd, as well as cattle and horses.

Income is very low on a per capita basis, probably as low as that of any group in the Nation. Major sources of individual income in order of importance are: *Off-Reservation:* (1) railroad work, and (2) seasonal harvesting; *On-Reservation:* (1) State, Federal, and tribal payrolls, (2) welfare and surplus commodities, (3) livestock, (4) agriculture, and (5) tribal public works programs. The population is widely

velopment Act have found immediate response among the Indian h the help of the Bureau of Indian Affairs, have been engaged in any years. Thus, much of the preliminary groundwork in prepara- ll Economic Development Program (OEDP) had been accomplished. P for presentation to ARA has stimulated new proposals for using

roblem is not one of economic decline. Rather, underdevelopment eart of a complex of situations and problems which engender the

ognized, is that Indian people also have changed with the times, de- shments. Thus, the Navajo Tribe of northern Arizona and New p raising, rug weaving, and silverwork, today finds three-fourths of ries and only one-tenth from the traditional sources enumerated. y on the part of the Arizona and New Mexico State Employment teadily increased with each year showing a larger proportion going jo Tribe states the need for additional wage work opportunity in was presented as a major problem in the OEDP for the Colorado

Applicants for the training school for jobs at the new sawmill at Navajo sign forms for the New Mexico or Arizona State Employment Service. Waiting their turn for interview are more prospective Navajo lumbermen.

scattered; a few rural communities have public utilities. Presently, the area is considered isolated. There are approximately 858 miles of paved roads serving the entire region. A major railroad line parallels the southern border of the Redevelopment Area, which comprises somewhat more than half the entire reservation.

The estimated population of the Redevelopment Area may exceed 85,000 Navajos with an estimated total work force of 15,000 to 20,000 people. Although no accurate figures are available, it is logical to assume that the potential labor reservoir is large. A manpower survey is needed to ascertain its extent.

This has always been an area of underemployment, and at no time in recorded history have the people in this area had sufficient income to reach the standard of living enjoyed by their non-Navajo neighbors.

The size and complexity of the Navajo Redevelopment Area, whose land base encompasses 25,000 square miles of arid and semiarid desert and mountain lands, permit no single solution to the varying aspects of economic development and subsequent growth. Certainly, resource development has not kept abreast of population growth in the Navajo country. Economic growth, as envisaged herein, is primarily directed toward stimulation of those programs which affect individual or sectional betterment. The Navajo Tribe wants to obtain subsidiary benefits comparable to those sought by other political entities (State, county, etc.). The potentialities for economic growth on the reservation are geared to the following industries and activities: (1) timber, (2) agriculture, (3) recreation, (4) tourism, and (5) industrial development based upon (*a*) exploitable resources other than timber and including mining, quarrying, oil and gas, manufacturing, and assembly, (*b*) sources of competent labor, and (*c*) proper political and social climate. Each one of these points rests not only on development of the *physical* resources but also, and equally important, on a comprehensive knowledge of the *human* resource, its aptitudes and aspirations.

Representatives of the Navajo Tribe, the Bureau of Indian Affairs, the U.S. Department of Labor, and officials from State agencies of Arizona, New Mexico, and Utah met in the Navajo Tribal Council Chambers on October 4, 1961, to discuss development of an Overall Economic Development Program. In December, the preliminary plan was submitted to the three State committees involved. Early in April the plan was approved.

As the OEDP was submitted, the new sawmill being built by Navajo Forest Products Industries, a wholly owned company of the Navajo Tribe, was nearing completion at Navajo, N. Mex. A cadre of 80 operatives of the old Navajo tribal sawmill was available to operate the new mill, but difficulty was expected since equipment in the new mill is modern and quite different. To get the new venture off to a running start, officials of Navajo Forest Products Industries were eager to establish an initial training program for the 80 men from the old mill, and for an additional 120 to be recruited.

The initial meeting for formal discussion of a training program took place early in January 1962 in the offices of the New Mexico State Employment Service in Albuquerque, with Navajo tribal officials; representatives of the Branch of Employment Assistance, Bureau of Indian Affairs; State Department of Education; and the Bureau of Apprenticeship and Training in attendance. A second meeting of the same group was held in February, with representatives of the Arizona State Employment Service (ASES) on hand for discussion of recruitment and certification. Navajo, N. Mex., it may be noted, lies against the Arizona State line, and the new sawmill will draw heavily from Arizona labor sources. It was agreed that responsibility for this project lay with New Mexico under ARA rules. The ASES will take applications and offer candidates for training, but will not participate directly in formal referral or certification procedures.

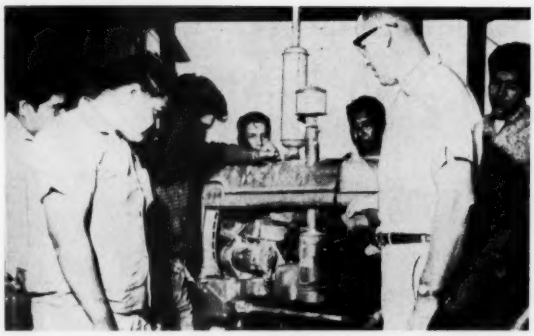
On February 20, 1962, a formal request for a 5-week orientation and retraining program for 80 men went forward through channels to ARA. On March 22, 1962, a request for a second project to cover training for 120 new recruits went forward.

Products Will Be Used By Tribe

Perhaps the most serious problem in designing this training was caused by the prohibition on productive work leading to sale of product. This was solved by an agreement to turn all lumber produced in the training course over to the Navajo Tribe for use on special on-reservation projects, such as homes for welfare clients.

On April 16, Secretary of Labor Arthur Goldberg notified the Director of the New Mexico State Em-

(*Continued on page 29*)



An instructor explains the fundamentals and mechanics of a tractor which later will be used in field work.

Classroom scene in the ARA training program for the Colorado River Tribes. All classes are being conducted in tribal buildings located on the Colorado River Indian reservation. Three students are traveling 45 miles per day to attend classes.

COLORADO RIVER TRAINING PROJECT

(*Continued from page 22*)

The basic goal of the Colorado River Area action program is to minimize or alleviate the primary problem of unemployment and underemployment and, at the same time, to bring about a substantial improvement in the development and use of the area's basic resources—primarily agricultural and recreational. It is also hoped to upgrade the skills and earning power of its labor force by introducing manufacturing activity in the area, including the establishment of both raw material processing and other type industries; to provide more and better housing facilities; to expand the sewerage and water supply systems; and to make the Colorado River Reservation generally a more attractive area in which to live, work, and play.

Since preliminary surveys indicated a need for the training of 15 all-around farm machinery operators, early in January, a 10-man committee was organized on the Colorado River Reservation to formulate plans. The group was headed by a representative of the Yuma office of the State Employment Service. Other members of the committee are the Farm Office Manager for the Employment Service at Yuma; the Chairman of the Colorado River Tribes; the Colorado River Agency Superintendent; the Agency Employment Assistance Officer; the State Director of Vocational Education; the head of the University of Arizona Yuma Agriculture Offices; the Parker High School Principal, and a Parker employer representative.

A training proposal was submitted through State channels to Washington on February 16, 1962. Approval was received on April 9 for a training program expanded to meet the needs of 25 trainees.

While the proposal was in Washington, preliminary plans were being made by the Employment Security Commission and the Bureau of Indian Affairs Branch of Employment Assistance to implement the training program on approval. By agreement, the Unemployment Compensation Division of the Employment Security Commission was given the responsibility for final selection and referral, a task which had been previously assigned to the Bureau of Indian Affairs.

The General Aptitude Test Battery (GATB) was administered on April 24. Twenty-five trainees were selected and referred; three others were placed on an alternate list. Classes began April 30 in the Tribal Fair Building in Manatoba Park.

The class is fortunate to have an especially well qualified teacher who had just returned from an Educational Advisor assignment in the West Indies. He is a local man, born and raised in Yuma, and a teacher of vocational agriculture for several years in the State of Arizona.

It is expected that completion of the training program will provide the trainees with basic skills in operating all types of farm machinery used in this area and provide the Colorado River farm industry with a pool of local workers with needed skills.

T. O. Beach conducts a class in farm equipment operation.

TRAINING FARM MACHINE OPERATORS

(*Continued from page 21*)

be limited exclusively to that span. Educational level would in no case be a criterion if the applicant knew enough English to understand the course. However, good work habits would be considered carefully.

The applicant files of both local offices were examined, and all those with a primary or secondary agricultural labor classification were notified of the opportunity for training for additional farm skills. This source yielded very few potential trainees. However, many farm workers in the area had not registered with the Employment Service because they knew that no jobs were available for the winter season. As word spread through the area, more than 50 appeared to apply for training. This source provided most of the 25 persons finally selected.

The trainees ranged in age from 18 to 48, with the average being 33 years. Two had completed only 2 years in school and one had had some post high school study. The average grade attained was the middle of the ninth grade. Among the trainees, 8 were veterans, and 13 of the men were married. Three men had been unemployed for less than 5 weeks and the others, up to 14 weeks. About half of these were working 1 or 2 days per week, depending upon the demand for sweet potatoes. One man, who had been handicapped since birth, had never been fully employed, existing on odd jobs in the farm community.

The educational staff had recommended a maximum class size of 20 but agreed to start 25 to afford a margin for dropouts or terminations. Three voluntarily dropped out, one was terminated because of irregular attendance, and one was terminated because of lack of ability to complete the course satisfactorily. Two of those who dropped out did so only after 12 weeks, at which time they went into the lawn and garden business for themselves. They could not afford to delay their start in these enterprises beyond April 1 and felt that they had gained sufficient understanding of equipment handling and maintenance to meet their needs. Certainly these two dropouts profited materially from the training, even though they removed themselves from direct farm activities.

Considerable public attention was focused on the program as it got underway, since it was the first of its kind in the country and the first under the ARA for New Jersey. For several weeks the students were uncertain whether they were in training for farm machinery skills or as television-radio actors. However, this phase was taken in stride.

The course was concluded on April 27, 1962, and 20 trainees received certificates attesting to their success on May 7 at a formal program held in the same classroom where most of the instruction took place. Approximately 75 community leaders and officials attended the ceremony, including some from the cooperating school boards, County Extension Service,

One of the greatest needs in farming operations is an adequate supply of skilled tractor operators.

and nearly all of the employers with whom the 20 graduates had been placed.

Many growers in the area had followed the progress of the class with close interest throughout the 4 months. They could see the advancement of the students from week to week, so that there was no difficulty in finding jobs for the men at the end of the training. In fact, all had designated jobs before the conclusion of the course, and the Employment Service could have placed more "graduates" had any been available. The employers were most impressed by the course emphasis on safety and the detailed explanations of specific farming procedures, as well as by the demonstration and practice phases. The trainees were all placed in jobs in line with their skills and in most cases were assured of year-round work. Just how much their earning capacity has increased cannot be ascertained definitely until they have worked a season to demonstrate their capability and to gain the confidence of their employers for increased responsibilities.

It had been expected by those concerned with the initiation of the course that those undertaking training would benefit, as would the employers who needed more competent operators. Another benefit is the improved cooperation among personnel in the Employment Service, in education, and in the Extension Service. This has led to a close working relationship which will benefit all aspects of farm labor in the years to come. Community understanding and appreciation of the services offered by all three agencies are now well established.

Precedes ARA Legislation . . .

Training Gets Head Start in California

By WARREN KIRSTEN
State Supervisor of Retraining Benefits
California State Employment Service

Legislation providing training benefits to unemployed workers was enacted by a small number of States one or more years before the passage of the Area Redevelopment Act. These States therefore had a body of accumulated experience which was useful both to other States and themselves when the training provisions of the Area Redevelopment Act were put into effect nationwide. The largest of these States was California, and its experience is described in the following story.

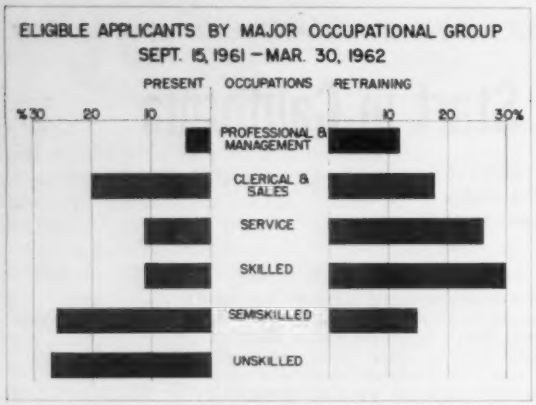
IT HAS often been said that our major task in the Employment Service is that of matching men and jobs. We feel that we have become quite adept in this field over the years. But the coming of the Space Age has brought a new challenge to our ingenuity: What can or should we do when men and jobs *don't* match? When our local office files are full of applications of marginally qualified people and yet employers are having difficulty in finding workers who meet their requirements, should we attempt to *shape* the applicants to fit the employers' demands—"round off" the square pegs, as it were? And, if so, how should we do it?

Several years ago, a placement interviewer in one of our local offices made a successful effort to deal with this situation. After consulting with employers about why the applicants we referred did not match their jobs, he found that the problem could be solved by training. The next step was to point out to the schools the need for a course tailored to the requirements of employers. The schools were anxious to help, and, with the cooperation of employers, they set up a short intensive training course to provide workers with the specific skills the employers needed. The local office screened and tested applicants from its files, referred them to the training, and placed them after they completed the course.

This program was so successful that since that time local offices in some 50 California communities have initiated similar arrangements for training courses in over 90 occupations, including grocery checkers, electronics assemblers, dry cleaners, sewing machine operators, dental assistants, nurse aides, waitresses, cashiers, and service station attendants.

These programs had to be limited largely to occupations for which relatively short-term training was feasible, because most applicants were not financially able to undertake longer courses. Those who had claims for unemployment compensation to sustain them financially were prevented from taking full-time training by the availability requirements of our UI code. Fortunately, our lawmakers have recognized

This lobby display in the Los Angeles Industrial ES Office has stimulated numerous inquiries about retraining benefits.



that, in today's labor market, problems of persistent unemployment and of labor shortages are in large part created by lack of adequate education and training. Last year, the California Legislature amended the Unemployment Insurance Code to provide for payment of benefits to qualified claimants during a period of retraining. The purpose of the amendment was stated as follows:

"Experience has shown that the ability of a large number of the population of California to compete for jobs in the labor market is impaired by advancement in technological improvements and the widespread effects of automation and relocation in our economy. It is the policy of this State to assist such individuals by providing unemployment compensation or extended duration benefits during a period of retraining to fit them for new jobs and thus avoid their being forced to remain in a job classification where work opportunities no longer exist or are diminishing."

Under this provision, a claimant whose opportunities for employment are diminished, and who has the qualifications and aptitudes to complete successfully an approved course of training in a demand occupation, will not be required to be available for work or to seek work during the period of retraining. Such a claimant may receive benefits each week if he is able to work and presents a certification from a school official that he is enrolled in and is satisfactorily pursuing the course. The length of an approved course is not limited by the duration of the claim.

Over 1,700 in Training

From September 15, 1961, when the retraining benefits law went into effect, through March 30, 1962, our local offices received 2,566 applications for these benefits. Of these, 1,717 applicants, or 67 percent of the total, were found potentially eligible and have enrolled in approved courses, mostly in courses already established in the local schools. In the same period, we made 6,504 payments of retraining benefits, averaging $37 each for a total disbursement of $239,585. However, this figure cannot be said to represent the total cost of the program, as administrative costs are absorbed into our regular operating budget. But the benefits paid probably would have been paid to these same claimants under regular UI provisions if the retraining benefits law had not been passed.

It is too early to have meaningful figures on placements of retrained applicants. As an example of what retraining can do, however, our Van Nuys local office has been involved in a course in electronics production techniques. In the year this course has been in operation, the local office has placed 683 of the 760 applicants who completed the training—a whopping 90 percent. Only a handful of these received benefits during the 6-week training period. The annual payroll represented by these placements amounts to over $2 million.

Our experience with the retraining benefits program has not been without its share of complex problems, for example, how to determine what occupations are diminishing and what occupations will offer reasonable employment opportunities after training. As guidelines for making these decisions, we have been using lists of surplus and demand occupations prepared by local office placement staff. These lists are reviewed and supplemented by industrial and occupational trend information by our labor market analysts. This is a rough tool, to be sure, but it has been effective in enabling us to get the program started. We have designed, and will put into effect as soon as 1960 census data are available, a much more accurate means of obtaining this information and keeping it up to date.

Which Schools, What Courses?

Another difficult problem is approval of schools and courses. Our State Director has decided to delegate this function to another State agency, the Bureau of Readjustment Education. This agency is charged with the responsibility for evaluating courses for approval for training veterans under Title 38 of the U.S. Code, and for authorizing courses under California's own "diploma mill" legislation. This agency's cooperation in our program has been unstinting, and the results have been most satisfactory. It would be virtually impossible for our own staff to undertake the evaluation and approval of courses.

Motivating applicants to take retraining is another problem. We feel that many more applicants than have applied for retraining need and should take it. To combat this problem we have required all of our local offices to search their application files for workers classified in so-called "surplus" occupations and to invite these applicants into the local office for group counseling. In these counseling sessions, we discuss with the counselees the labor market conditions that are adversely affecting their employment opportunities. We also invite a representative from the local school district to describe the training facilities and courses that are available in the community. Those

who indicate an interest in retraining are then scheduled for individual counseling sessions in which we attempt to guide them into an appropriate training course.

From this experience, we have learned some lessons that are essential to the success of the Employment Service in shaping men to match jobs. These lessons should prove invaluable as we undertake similar programs under the Manpower Development and Training Act. First, we must have the support and participation of the community at the local level. We cannot meet the needs of industry through retraining unless we have the cooperation of industry in determining those needs. Nor will we have the acceptance of retrained applicants unless employers and labor leaders support our retraining activities.

Second, we must inform the public of the purpose and importance of the program. We must make known to applicants their individual needs for retraining and what it can accomplish for them, in order to motivate them to take what may appear to them a drastic course of action—changing occupations in mid-career, so to speak.

Last of all, but nevertheless critical, is careful screening of retraining applicants. We invite failure if we refer to training persons of doubtful ability to profit by the training or to be successful in the new occupation.

We, in the Employment Service, have long concentrated our efforts on dealing with day-to-day problems of unemployment. But in recent years we have become increasingly aware that the placement of qualified applicants and the payment of unemployment compensation to persons unemployed through no fault of their own cannot suffice to discharge our total responsibility to workers, employers, and the community. We must also look into the future and take steps, where possible, to protect the worker, the employer, and the community from the development of serious unemployment and the economic hardships it engenders.

NAVAJO TRAINING PROJECT

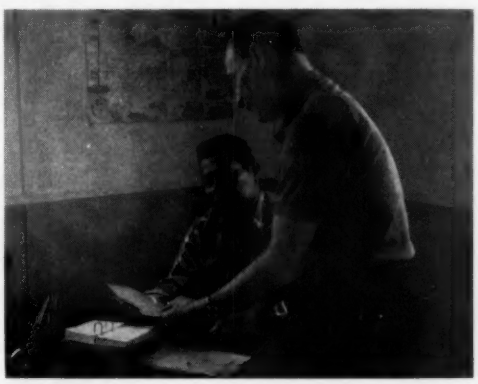
(*Continued from page 24*)

ployment Service that both training projects had been approved.

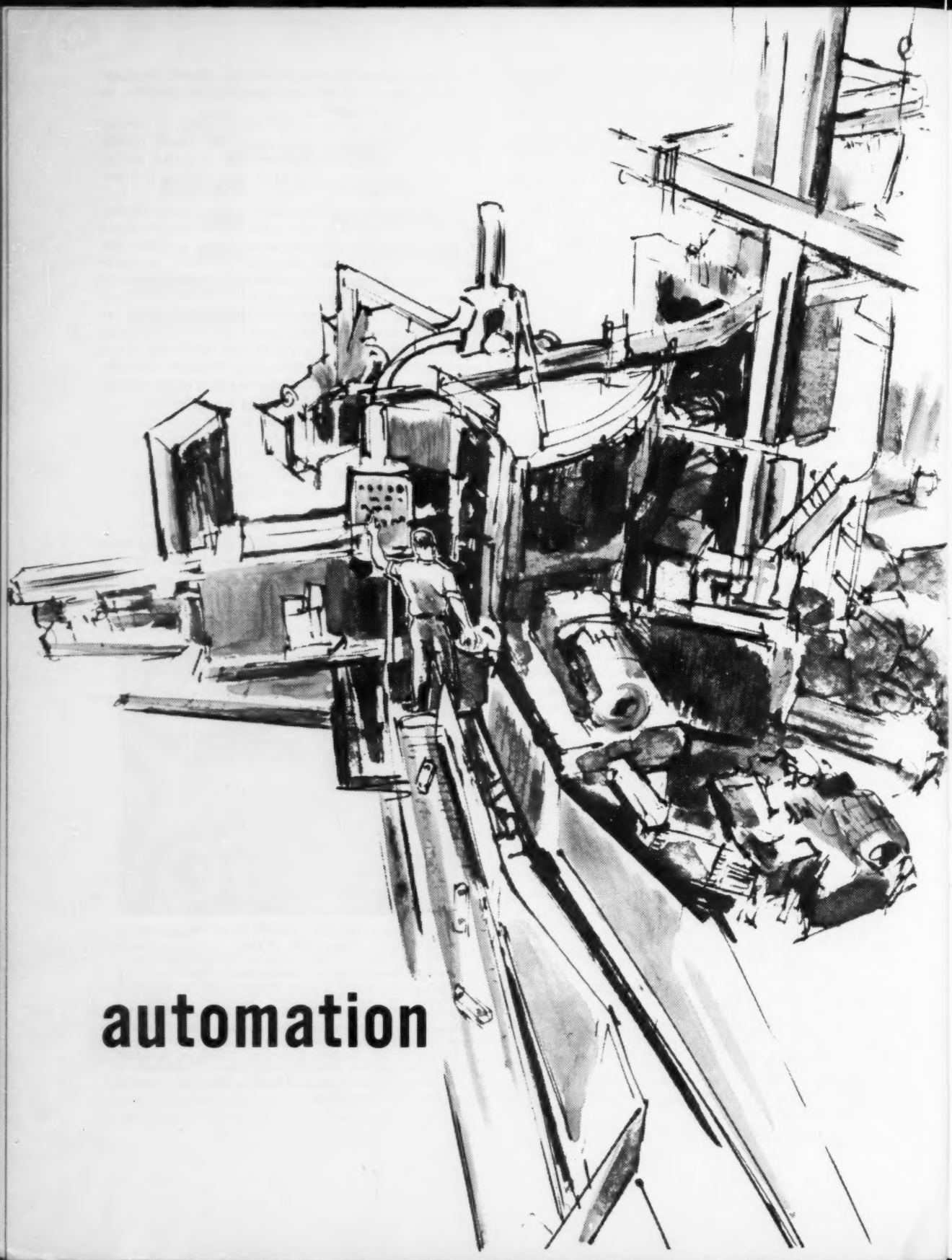
On April 25, a meeting was held in the offices of the New Mexico Trades and Industrial Education Division of the State Department of Education to draw up final plans for the training programs. Principals present were the Director of Resources for the Navajo Tribe and his assistant; the General Manager and Employment and Public Relations Director of Navajo Forest Products Industries; the State Supervisor, Bureau of Apprenticeship and Training; Area Bureau of Indian Affairs Vocational Training Specialist, and Navajo Agency Employment Assistance Officer, Bureau of Indian Affairs; State Supervisor and Assistant State Supervisors, New Mexico Trades and Industrial Education Division; and the Assistant Chief and District Supervisor, Employment Security Commission of New Mexico.

Because of the need to get the new mill underway without delay, it was decided to register and begin training at the earliest possible moment. A representative of the Bureau of Indian Affairs was named as referral and certifying officer. Representatives of the Employment Services of both States registered applicants, and April 30 found all hands on the scene. Training is supervised by the New Mexico Trades and Industrial Division, using instructors drawn from supervisory staff of the mill as well as personnel from other commercial mills employed for the purpose. An unusual feature is the use of Navajo interpreters to make certain that those who speak little English get full benefit of the training.

As a result of ARA training, the Navajo Forest Products Sawmill will be able to begin operations with a well oriented source of Navajo labor, trained in the basics of sawmill operation.



Louis Levine, director, United States Employment Service, talks shop with Wilson Grey, manager, Tuba City branch office, Arizona State Employment Service, Navajo Indian Reservation. The Tuba City office is one of five branch offices of the Arizona SES located on the vast Navajo Reservation. All are managed by full-blooded Navajo Indians and are bilingual. Mr. Grey attended Arizona State College at Flagstaff. He formerly worked as a teacher-interpreter for the Bureau of Indian Affairs at Window Rock, the capital of the Navajo Nation. His wife is employed by the Bureau of Indian Affairs as a teacher in the Tuba City schools.



automation

The Employment Security Role in Automation

By **ROBERT C. GOODWIN**
Administrator
Bureau of Employment Security

IN recent years, the term "automation" has won a prominent place in the national vocabulary. With its companion word, "training," it is very much in the minds and activities of employment security people. A great deal has been written about automation, and it has been the subject of congressional hearings, reports to the President, and statements by the President himself. A good deal of this comment has been directed toward the problems arising from automation—unemployment, obsolescent skills, and similar occupational maladjustments.

Advances in the productivity of labor are a necessary condition for rising real incomes, increased leisure, more pleasant working conditions, and the general increase in living standards for which this country is known. Automation holds great promise for continuing, and perhaps accelerating, this rising productivity trend and for the improved living conditions that accompany it. However, there is evidence that the spread of automation also involves some serious social costs—at least in the short-run.

A critical aspect of the problem is the rapidity with which the techniques of automation are being applied. The research and development effort in which innovations and applications originate has not only grown at a remarkable rate—from an expenditure of about $3 billion to about $13 billion per year, in the last 10 years—but has also become institutionalized, so that laboratories are now production facilities, turning out their products in regular and growing volume.

The Economic Situation Since WW II

A brief review of some important developments in the employment and unemployment situation in America since World War II provides insight into the economic setting that has contributed to the widespread concern with automation and its less desirable effects.

During the postwar period, our economy experienced four rather brief business recessions. A significant aspect of each cycle is that the level of unemployment following each recession was higher than had prevailed prior to the recession. During each succeeding recovery phase of the business cycle, the absorption of unemployed workers was insufficient to reduce unemployment to prerecession levels. Moreover, long-term unemployment has been increasing. In 1953, the number of long-term unemployed, over 26 weeks, was less than 100,000. In the prosperity of 1956, it was 250,000. In 1960, it averaged almost 500,000, and in December 1961, it was about 660,000. In April of this year, long-term unemployment was about 719,000, while total unemployment stood at about 3,950,000, or at a seasonally adjusted rate of 5.5 percent of the labor force.

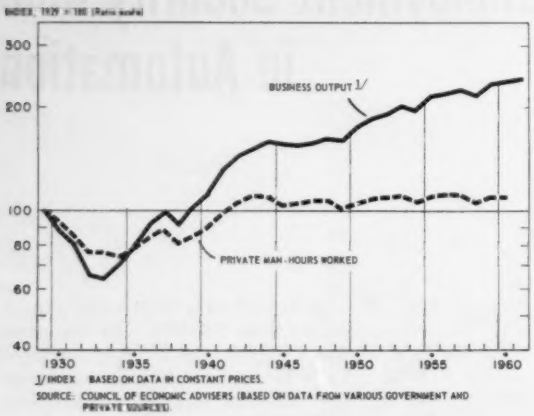
In addition to these disturbing facts, unemployment has a selective impact, concentrating in certain segments of the labor force, in certain areas and industries. Most exposed to the risks of the job market are the unskilled and semiskilled, the older worker, the poorly educated, minority groups, and young workers. Production line workers, particularly those in hard goods industries, have been very directly affected. The present number of "depressed" areas—encompassing a total of 20 major centers, 104 smaller and 367 very small localities—reflects in large part the impact of technological developments in various sections of the economy. These areas of substantial and persistent unemployment—with a workforce of about 10 million—account for about 15 percent of the Nation's labor force total.

Employment Picture Has Changed

Directly related to the unemployment situation are several significant developments in the employment situation. Total employment, of course, has been expanding, but this is not true for all industries. In addition to a continuation of the long-run decline in agricultural employment, there has been a shift in the expansion of job opportunities from manufacturing to service-type industries. Manufacturing employment has declined since 1953, while jobs have continued to expand in wholesale and retail trade; finance, insurance, and real estate; government—mostly State and local; and other service activities.

Another aspect of the recent employment situation is the shift within manufacturing industries from production workers to nonproduction workers, and to service-oriented jobs. In the post-World War II period, there has been a steady rise in the relative and absolute amount of nonproduction employment, reflecting added needs for research, and design and engineering activities, some general relative increase in

Indexes of Business Output and Man-Hours



1/ INDEX BASED ON DATA IN CONSTANT PRICES.

SOURCE: COUNCIL OF ECONOMIC ADVISERS (BASED ON DATA FROM VARIOUS GOVERNMENT AND PRIVATE SOURCES).

plant maintenance and other service personnel, and indicating as well the application of technological improvements in production processes. Naturally, this trend has not been uniform throughout manufacturing industries, but the automobile and primary metals industries illustrate the shift. From 1951 to 1960, production worker employment in the automobile industry dropped approximately 13 percent, while salaried worker employment increased about 23 percent. Similarly, in primary metals industries, production worker employment declined 16 percent, while salaried worker employment rose by about 27 percent.

Automation usually makes fewer employees necessary to produce a given amount of output, or the same number of workers can produce a greater amount of output. Firms often reduce their employment levels by attrition without laying off workers. By the same token, an employer may continue to produce more goods or provide more services while maintaining the same number of workers, thus reducing employment opportunities for new entrants into the labor market.

A readily observable phenomenon associated with automation is the geographical dispersion of production facilities and related job opportunities. Rather than install new production processes and equipment in out-moded plant facilities, employers build new plants in other locations, leaving most or all of the former workforce behind. Developments such as this have a more immediate impact on individuals and communities alike, and have undoubtedly contributed, to some extent, to the "pockets" of unemployment scattered throughout the country in the form of economically depressed areas.

The effects of automation on occupational skills have not yet been clearly defined. However, a general change in the composition of the work force may come about through the relative reduction of unskilled and semiskilled jobs and an increasing proportion of what have been called "bleached blue collar" jobs.

This trend is already noticeable in both the shop and the office. In factories, automatic technology has had its greatest negative impact on materials handling, assembly, and machine tender jobs, while in offices computer technology has curtailed the need for people doing routine tasks, such as file clerks and recording clerks.

Programs aimed at minimizing the potential adverse effects of automation must focus upon current and developing problems of labor displacement and unemployment. These are of such a complex and far-reaching nature that their solutions require the best of efforts on the part of the Federal Government, State governments, local communities, management, labor, and the general public.

The responsibility of the Federal Government and the role which it is to play in this respect are clearly set forth in the Employment Act of 1946.

The direction of Federal policy in carrying out this mandate depends upon the causes and nature of unemployment, particularly problems of structural joblessness.

While sustained economic growth is of fundamental importance in overcoming unemployment, it is not enough to expand total job opportunities. The people who are seeking these jobs must be qualified to fill them; they must know what jobs exist and where to find them; contact must be made between the employer and the jobseeker; and the job applicant must be acceptable to the employer. Policies regarding these circumstances must interrelate the jobseeker, the labor exchange, the training facility, and the job opportunity.

ARA—A Long-Range Program

In May 1961, Congress passed the Area Redevelopment Act. This Act is primarily concerned with reducing persistent local unemployment caused by advanced mechanization, automation, and other changes in the industrial structure. This legislation envisages a long-range program—rather than the alleviation of temporary distress. It is designed to help States and communities help themselves by creating employment opportunities in labor surplus areas through industrial expansion and diversification. Occupational retraining is also provided for in this Act to qualify individuals for the new jobs that are created.

In March 1962, the Congress enacted legislation geared to current and anticipated problems of unemployment due to developments in automation, foreign competition, industry relocation, and other changes in the structure of the economy. The Manpower Development and Training Act of 1962 is designed to provide far-reaching programs that will help workers adjust to problems arising from automation and other changes in the economy, and to ensure the effective utilization and development of the Nation's manpower resources. These objectives are to be realized through the development of training and retraining programs

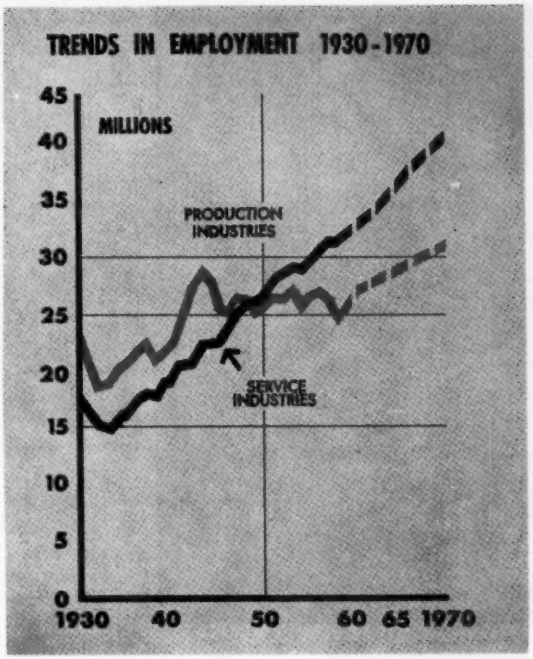
that will give unemployed workers the opportunity to equip themselves with skills that are in demand in the labor market. There are also provisions for upgrading the skills of those already employed so they will have the kind of occupational flexibility that a dynamic labor market demands.

The most noteworthy operating aspect of the Act for Employment Service people is that, in effect, it requires worker, training facility, and job opportunity to be coordinated. There must be a supply of qualified trainees, a reasonable expectation of employment after training, and training facilities equal to the need.

Of course, problem areas will develop in launching such a large-scale training program. While the Employment Service actions that must be taken are familiar ones—testing, selection, labor market analysis, and the like—they are to be carried on in a context of positive manpower utilization that may introduce vexing new questions. Certainly more information than is now available needs to be developed on local manpower requirements in order to determine what our specific occupational needs are and will be. Another fundamental problem area concerns our existing educational and vocational facilities, which must be strengthened to meet the new training responsibilities.

Some related initial experience on technological change is being obtained through 10 automation demonstration projects now being conducted by the Employment Service throughout the country. These are centered on enterprises making extensive technological changes in their processes, and are designed to enable us to take action on as many as possible of the problems that arise. Intensive activity is being carried on to define skill and staffing pattern changes and to develop new job orientations for the displaced workers, including training when appropriate. All activities are centered in local labor markets, with the local office of the Employment Service functioning as a community manpower center.

Implementation of national policy in coping with unemployment problems requires effective contribution by States and local communities. This is true in the operation of the nationwide Employment Service and unemployment insurance systems and in carrying out the Area Redevelopment Act and the Manpower Development and Training Act. State and local



initiative can aid in preparing for automation by: (1) striving for economic diversification; (2) anticipating the effects of technological change; and (3) improving educational and vocational training facilities. Some praiseworthy action has been taken.

In conclusion, I want to emphasize that automation promises widespread social betterment as well as dislocations and problems. Since it would be unwise to attempt to slow the advance of automation, we must facilitate an orderly adjustment. This calls for a continuing evaluation of automation and its impact on people and institutions, and for shaping and reshaping programs to meet current and emerging problems.

Our nationwide network of local public employment offices is in an ideal position to facilitate the necessary adjustments and evaluations. Many problems are essentially local labor market problems, and the local employment office is the operating manpower agency in the local labor market.

In the August Issue . . . .

The Role of Unemployment Insurance: Today and Tomorrow

A Meat Packing Plant Mechanizes . . .

Omaha's Response to Automation Layoffs

By **YVONNE S. KARBOWSKI**
Project Leader, Omaha Local Office
Nebraska Division of Employment

IN FEBRUARY 1959, the Cudahy meat packing plant in Omaha, Nebr., began construction on an entirely automated plant which was to replace the existing plant built in 1885. Approximately 35 percent of the 2,000 employees would be laid off when the old operation ended. Most of the employees were unconcerned about the changes because they felt sure the company would find it couldn't operate the new plant with fewer workers. "It won't work, you'll see" and "It ain't gonna last, you watch" were common expressions when the beef and pork operations were moved and 675 workers were laid off in November and December 1961.

The Cudahy Packing Company and the local union realized that these displaced workers, plus an additional 250 already in layoff status, were going to need help in finding other employment. Therefore, a clause was written into the master union agreement to create an automation fund to provide tuition for training and retraining those who were interested in learning a new skill or getting retraining in skills used previous to their employment at Cudahy. A total of $60,000 was made available. In June 1961, planning for training was started with a meeting of the Nebraska Commissioner of Labor and members of his staff, representatives of the United Packing House Workers of America (national, State and local), and Cudahy Packing Company representatives.

Among these laid off workers were 719 men and 206 women. Their age ranges were: 497 under 40 years; 418 between 40 and 59 years; and 10 over 60. Their education levels were: 458 had 8th grade or less; 438, some or completed high school; and 29 with some college.

Many were members of minority groups and a number had recently come to this country and were still handicapped by lack of ease in the use of English.

A representative of the State Employment Service called on Mayor James Dworak and suggested the formation of a Mayor's steering committee to help solve the problem of unemployment of the Cudahy workers. The Mayor concurred and invitations were extended to industrial and labor leaders and representatives of city, county, State, and Federal Governments, and civic organizations.

The first meeting was held on November 6, 1961, with representatives of each group in attendance. This committee meets every other Wednesday to discuss progress, problems encountered and possible solutions, and to plan further action.

The Chamber of Commerce sent a letter to each of its 2,200 members requesting cooperation in the employment of former Cudahy workers, and enclosed a list of their employment experience and skills. A labor market survey, endorsed by this committee, was completed with the aid of the Employer Relations Representatives of the Omaha local office. Subcommittees were appointed to determine future job opportunities in the areas of employment for which applicants are in training. For example, the hospital subcommittee is composed of four members of the Omaha Area Council of Hospital Organizations. This group made a survey of all hospitals in Omaha to determine employment in which they can utilize the skills of the Cudahy trainees when training has been completed. Possible employment opportunities fell into the following categories: practical nurse; key punch operator; clerical worker; stationary engineer; and refrigeration,

air-conditioning, and heating mechanics. Subcommittees have also been organized in other industry groups.

UPWA Local No. 60 offered the use of the union hall for administration of the GENERAL APTITUDE TEST BATTERY and for counseling. The local also passed out handbills telling the members of the availability of testing and counseling. The company management notified the employees of these opportunities and helped schedule tests. In all, 442 took advantage of the testing and 313 returned for counseling.

Tests were administered to groups of 40 but counseling was given on an individual basis. The workers came in either before or after their work shift. Every effort was made to accommodate the workers. Counselors and testing technicians were borrowed from other offices to supplement the local staff in order to complete the workload quickly.

Through a series of meetings with the workers, the union had made a conscientious effort to explain the purposes of aptitude testing and allay the workers' fear of "tests" and subsequent counseling interviews. However, as with any testing of large numbers of people, some did not understand, some came out of curiosity rather than genuine interest, and some were distracted by the size of the group.

This information came out during the counseling interviews, and some retesting on an individual basis was done with the latter scores being used for interpreting aptitudes.

The inability of some of the workers to realize that the automation layoff was definitely not temporary hampered the initial planning for counseling interviews. Counseling was greatly accelerated as a result of a temporary shutdown of the Cudahy plant in March 1962. This seemed to make the workers look at their long-range occupational futures much more carefully. By May 1, 1961, the local office had tested 550 applicants and had counseled 614.

"Will We Have Jobs?"

The counselees who were considering schooling plans were much concerned with whether job opportunities will await them after training. A greater interest has also been shown in their own learning potential. For many, this offered the first opportunity in their lives for deliberate career choice and planned occupational training.

Training began in January 1962, although requests for training benefits had been approved as early as mid-November 1961. The Cudahy Automation Fund Committee, which has responsibility for allocating the $60,000 for training, met a number of times with repsentatives of the national UPWA, Board of Education, Federal Bureau of Apprenticeship and Training, and State Division of Employment. On January 15, the first group of 39 was approved for training. The Automation Fund may be used only for payment of tuition.

The Nebraska unemployment insurance law was

Workers who lost jobs in Omaha's packing industry study body and fender repairs.

amended during the last session of the Legislature to permit payment of benefits to unemployed workers who are willing to take vocational training in courses approved by the Department of Labor. This law went into effect October 9, 1961. The trainee must demonstrate through tests or previous experience that he has the ability to succeed in his chosen field before he can be approved for training benefits. He must attend classes regularly and present a progress report every 2 weeks when he signs for his unemployment insurance.

Types of Training

The Board of Education has been actively assisting with the training programs. Several types of training have been added to the Omaha Technical High School Vocational Education program to accommodate these workers. The private schools were all visited and training programs were discussed. One new private school was added. Training for which these workers have enrolled includes: Education (teaching) at the university level, barber, cosmetology, business course, auto body and fender work, auto mechanics, refrigeration, heating and air conditioning, practical nursing, machine shop trade, welding, stationary engineer, electronics, and motel management.

By June 15, 157 had been approved for training benefits, 90 had been approved for training funds, 50 had entered on a training program, and 8 had completed training. Additions are being made as requests come in and funds become available.

In the beginning, approval by the Automation Fund Committee did not keep pace with the approval of requests for training. As a result, some applicants used up their unemployment insurance benefits while waiting. Such applicants were then less inclined toward training than toward an immediate job for which they were qualified.

Steps have been taken to arrange for classes in ele-

mentary education for those unable to read or write. The Board of Education and the United Community Services and its agencies, together with the Division of Employment, worked out the plans for these classes. A list of approximately 120 workers interested in these classes was compiled, and a class should be in progress by the time this article is printed.

Job analysis was undertaken to evaluate the skill changes from the old operation to the new, to determine in-plant training needed, and to evaluate job performance requirements of the displaced workers in relation to fields of work or other employment where they might use the skills acquired while working at Cudahy.

Unemployment insurance has been a great help for this group. Only 58 families requested any kind of community welfare assistance and special efforts were made in behalf of these applicants. Not too many had exhausted their claims by June 15, and we hope that those who are reaching the end of their benefit periods will be placed in jobs before exhausting their entitlement.

Placement efforts for these individuals are being made in various ways. Job development has been a constant effort by the placement interviewers and the employer relations representatives. File search is being made daily on all open orders and employers are contacted in behalf of these dislocated workers. Those who come in for unemployment insurance are being exposed to current job openings on their sign-up date.

In spite of the cooperative efforts of the community, there are many problems in the placement of this group. Employers are reluctant to hire those who do not have basic education and cannot complete a work application. Many of the job openings pay much less than these workers had been earning, and employers feel that such a job would be only a stopgap until the worker can find employment paying higher wages. Basic pay for common labor at the Cudahy plant was $2.36 per hour, but locally it is only $1.25 to $2 per hour.

Workers Don't Want to Lose Benefits

Worker attitudes are understandable but present a problem to be reckoned with in placement. For many reasons the workers are reluctant to sever ties with the Cudahy plant. They have years of seniority with Cudahy, and their union agreement gives them reemployment rights for 2 years from the last day worked. This means that, by going down to the plant each morning and registering, there is a chance of being hired as a replacement. If a worker is rehired, his reemployment rights are automatically extended for another 2-year period from the last day of replacement work. This has interrupted both training and placement efforts.

The other factors that appear most frequently to disqualify our applicants on available job openings are lack of skills, no driver's license (many warehouse jobs now require this), and transportation to outlying areas where Omaha's expanding industries are located.

Many of these applicants want construction work because of the pay scale, even though they know it is seasonal work. The local construction laborers' union has agreed to absorb as many of these workers as possible. Construction had a late start this year due to the severe winter, but by May 1 hiring for this work had begun.

A followup on the information given by employers in the labor market survey completed earlier by the employer relations representatives is now in progress.

Placements have been made in a number of types of employment. Construction and manufacturing absorbed the greatest number. Wholesale and retail trade has taken a good share and the other meat packing plants in the area have hired about 50. Although the largest number was placed in unskilled labor jobs, skilled, semiskilled, and clerical jobs were also found. Some of the trainees were placed on jobs for which they were preparing before they had completed the course.

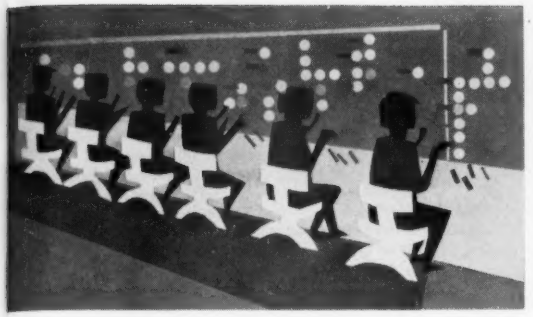
Age Caused Little Difficulty

Employers were surprisingly flexible on age requirements. We placed a 60-year-old man, with a tenth grade education, as a yard superintendent for a lumber company at $400 per month. A graduate horticulturist, a displaced Lithuanian who had been working at Cudahy as a cleanup man was placed as a landscape gardener with a civic organization. The Omaha local office hired one of the clerical trainees from this group and her knowledge of the packing plant has been most helpful to the job analyst. A handicapped applicant who had been a machinist in Europe was enrolled in a machine design class for retraining and was placed on a machine shop job while getting the refresher training. These are but a few of the examples of successful efforts. There have been frustrating failures as well. About 167 of these applicants still needed employment on June 15.

The local press has been very helpful. The daily newspaper, as well as the weekly community papers, radio, and television stations, have given excellent coverage and has kept the problems and efforts to solve them before the public. One small employer in an outlying area called in as a result of the publicity and offered several trainee jobs.

While we still have a job to do, we feel certain that, with the community cooperation we are getting, we will successfully conclude the transition of the dislocated Cudahy workers into other employment.

A followup is in progress to determine the labor force attachment of the displaced workers. Information is being gathered through questionnaires and supplementary information forms. It is too early to evaluate the material we have collected at this time.



Pennsylvania's Program for Automation Impact

By LUCY OGDEN NORTON
Employment Security Specialist
Pennsylvania State Employment Service

AT THE start of 1962, Pennsylvania had no automation projects on the books. Now, 6 months later, four sizable projects are well underway, and many more are planned by the end of the year.

This program was not launched without problems, however. Before real progress could be realized, a new approach to obtain employer cooperation had to be adopted and practical solutions to operational difficulties had to be found. Pennsylvania's experience in getting its program off the ground is presented here with the hope that it may suggest ideas to other States encountering similar problems.

Projects Underway

The current projects concern a variety of aspects of the effects of automation and technological change on the work force in four different fields—heavy equipment manufacturing, communications, retailing, and cigar manufacturing. Participating employers are nationally known companies which do business in Pennsylvania as well as in many other States.

Projects have been subject to such variables as unexpected fluctuations in the local economy, changes in management planning, and limitations in the number of local office staff. However, flexibility in techniques for carrying them on has been maintained so that each project will ultimately make a contribution toward strengthening the effectiveness of the Employment Service in solving manpower problems resulting from automation.

Heavy Manufacturing.—This project involves one of the plants of an electrical manufacturer with operations around the world. At this plant, some 7,000 employees produce various types of electric-drive equipment for the transportation industry. Study is centered on the complete mechanization of the accounting and service processes for warehousing, selling, and shipping repair and renewal parts to customers who use the electric-drive equipment in some 50 countries.

Long-range planning by management, together with a sharp increase in orders, is making it possible to accomplish this transition by retraining and transferring personnel rather than by terminations. The project is providing firsthand factual data on what actualiy happens to employees who "survive" the introduction of technological improvements within an organization. Findings include information on specific changes in job content; new skills required; procedures used by the employer to provide retraining; practices relative to transfer, promotion, and demotion; and planning techniques applied during the process of automation.

Communications.—The second employer is a telephone company now conducting a long-range program of conversion from manual to dial system and direct distance dialing in a number of locations throughout the State. The first conversion was accomplished with few terminations, and these were recalled within a month due to an upswing in the local economy. It appears that terminations cannot be avoided in subsequent conversions because of the economy of the areas served.

Retailing.—A third project concerns a department store with approximately 800 employees. The store is engaged in introducing small but numerous technological improvements to reduce costs and improve service. To date the store has been successful in utilizing normal attrition to prevent layoffs, but the project reveals interesting changes in job content and skill requirements for both entry jobs for youth and other retail occupations.

Cigar Manufacturing.—The fourth project centers around intensified local office job exposure activity for some 70 or 80 workers, some displaced temporarily and others permanently as a result of the introduction of a new manufacturing process which eliminated an entire department within the plant.

Major Problems Encountered

In the early stages of program planning, two major problems were encountered. Since no precedent for joint projects of this nature existed, it was necessary to find an effective approach to secure employer cooperation. Subsequently, difficulties relative to the integration of project activities with normal local office routines were encountered.

The following actions were taken to solve these

problems. A successful approach to employers was adopted and promotional tools developed to implement it. A manual was prepared to encourage local offices to undertake projects and to suggest workable procedures for carrying them on. A special form was worked up to enable local offices to collect and compile project data without additional staff. Summary reports on the status of current projects are being prepared to serve as examples for local offices to use in obtaining the consent of other employers to participate in future projects.

Obtaining Employer Participation

When the program was started, it was assumed that employers would be eager, or at least willing, to participate in the projects and to share information and experience with the Employment Service.

Under this assumption, in July 1961, district managers were requested to line up demonstration projects through local office contacts with employers throughout the State. Selection would then be made of those projects which would provide the best opportunities for joint experience.

The results were discouraging. There were no "takers" in any of the 10 districts. Replies actually indicated that "no employers were even contemplating automation in any shape or form for sometime to come." This seemed most improbable in the highly industrialized State of Pennsylvania!

However, this experience highlighted the natural reluctance of employers to share what they view as confidential information on technological improvements with anyone—and particularly with a government agency which, at that time, was far from prepared to discuss project activities in any great detail.

In addition, employer participation obviously would require time, expense, and inconvenience. Furthermore, consent to commit a company to participation in a program of this magnitude cannot generally be given at the management level where local office contacts occur. Company personnel at this level must obtain approval from higher echelons within the organization, and they frequently hesitate to do so. Organization structure makes the obtaining of such approval time-consuming and may place the individual in a difficult situation because of lack of factual knowledge in presenting the request.

These new warehousing facilities were installed without displacement of personnel. One operator dispatches orders to four different packing lines from the console shown in the center. Completed packages are picked up at the end of these lines by a semi-automatic transfer car and delivered to the loading area for shipment.

This computer makes it possible for an employer to process a yearly volume of 65,000 orders for 50,000 different items from 3,000 customers with a 15 percent reduction in the original work group. Displaced employees were transferred to other work within the company as suitable jobs became available during the process of automation. Of the current work group, 55 percent remained unaffected during the change; 33 percent received promotions; and 5 percent were placed on lower rated jobs. The remaining 5 percent represent recent new hires with technical skills.

It was apparent that a preplanned positive approach was necessary to "sell" top management on the urgency and need for participation. An appeal to management at this level would require a well-organized presentation of the basic facts supporting the project, in terms of mutual benefits to be derived as a result of the employer's cooperation with the Employment Service.

To provide the prestige such projects deserve, it was decided that the initial request would be made by the Secretary of Labor and Industry to the appropriate official of the company where participation was wanted. This request would suggest a visit by a State office representative whose responsibility it would be to present the case for participation, obtain consent, and work out preliminary arrangements. Following this, district and local office staff would come into the picture to carry on the mechanics of the project.

A flyer entitled "Employer-Employment Service Demonstration Projects on Automation and Technological Change" was prepared to accompany the Secretary's initial request for participation. This flyer explained the national and statewide program on automation, highlighted the urgent need for project participation, reviewed the areas of study and action, and emphasized the importance of the contributions to be made by employers through participation.

A brief pamphlet entitled "Experimental Design for Demonstration Projects on Automation" was developed for use as a visual aid during the initial meeting with the employer to acquaint him with the general aspects of the project and to serve as a guide in organizing and establishing the routines to carry out the project. The pamphlet included details on the research and action aspects of the project, areas for anticipated findings, and ways in which the ES would assist the employer and affected employees.

Initial requests were sent to five selected employers. All responded to invitations for the initial discussion. Consent to participate was ultimately obtained from three—the electrical manufacturer, the telephone company, and the department store. The other two were not yet ready to participate and deferred decision until a later date.

The project concerning cigar manufacturing workers is unique in one particular respect. It is being carried on without actual employer participation. Because of the unexpected volume of terminations, local office activities were started immediately. Subsequent contact with the employer found him uninterested in participating.

The project is being conducted with affected employees, local office records, and the usual employer information submitted to the local office. Some research aspects of the project are necessarily limited, but it was the action aspects which pointed up the necessity for a solution to the second major problem encountered: integrating and coordinating project activities and daily local office activities.

The team approach was used to resolve problems of mechanics regarding collection of project data and subsequent reporting. State, district, and local office staff met a number of times and developed workable routines for orienting staff on project procedures and for integrating project activity with usual office activity. Two additional project tools were developed—one for project information and one for project control.

A "Pennsylvania Manual for Demonstration Projects on Automation" has been prepared for distribution to all local offices. The Manual has three purposes:

1. To point up to local office staff (and local employers) the need for more demonstration projects in the State.

2. To encourage local offices to undertake projects with the guidance and assistance of State office personnel.

3. To provide instructions on the mechanics of planning, conducting, and reporting on projects as an

integrated and continuing part of local office daily operations.

A single compact form for accumulating necessary details on project workers has been devised to accompany the application card (ES–511) through regular office routines. The form is designed to collect needed data during the application, counseling, testing, and referral and placement processes as well as other miscellaneous information, including UI and subsequent employment history other than local office placement.

Some duplication of information on the application card (ES–511) exists, but the use of the form makes it possible to summarize project data at any time and in the local office or elsewhere. A brief summary report provides for regular progress reporting by the project leader from these record forms.

These forms are being tried out on an experimental basis in actual large local office operations, and, as the difficulties are corrected, the forms will become routine for new projects acquired.

Training for Action

Present plans call for State office staff members to visit as many local offices as possible in the next few weeks. Using the Pennsylvania Manual and the project forms as training tools, local office staff will be encouraged and equipped to undertake projects, with the local office serving as the base of operations. With the knowledge of successful projects now underway and the simplification of local office mechanics serving as incentives, it is anticipated that many more projects will be on the books by the end of 1962.

Goal—Information and Experience

Through these projects, Pennsylvania is looking for two things: Information and Experience.

Factual knowledge is wanted on the effects of automation on job content, new skills required, and changing worker characteristics, occupational patterns, and training and retraining needs. Developing experience to guide future action is paramount.

By focusing the resources of as many local offices as possible on situations in which problems consequent to automation actually exist, Pennsylvania's program is now ready to: (1) Reduce the impact of automation on specific workers involved in specific situations by intensive placement activity: and (2) Improve the quality and quantity of all ES services in the State through practice and measurement of results on a continuing basis.

An Insurance Company Automates

By **AUGUST L. CIBARICH**

Automation Project Leader, Milwaukee Local Office

Wisconsin State Employment Service

WHAT happens when an insurance company automates? Layoffs? A drop in employment due to attrition? Staffing problems? Training problems?

When Automation Project No. 3 began in Milwaukee, Wis., little was known about what effect electronic equipment would have on the Northwestern Mutual Life Insurance Company work force. We now know something about it.

To a significant extent, the effect depends on the company being surveyed. Any expectation that what happened at Northwestern could be measured and expanded to a larger universe without qualification was quickly forgotten. Except for specific items measured in the same frame of reference, it was found it could not be done without such qualifications.

A comparison of Northwestern Mutual, where employment has risen slightly, with another larger insurance company, where employment was reduced through attrition while automating, revealed a striking difference. The number of employees required to service the same dollar volume of insurance in the firm that reduced employment was substantially greater prior to conversion. Naturally the intensity of automation's effect will vary greatly among firms in the same industry.

Northwestern indicated that no layoffs had occurred, or were contemplated. Instead, the company has attempted to create "an atmosphere of confidence," and apparently has. To date there have been no serious staffing problems with which the company could not cope. An extensive training program built up over a number of years has adequately

Electronic equipment at work in the Northwestern Mutual Life Insurance Company.

handled training problems thus far. Employment has gone up slightly rather than down.

The effect of technological change may be subtle, often almost unnoticeable to the glancing eye; however, our study has indicated an appreciable reduction in the category of the tedious, monotonous, and time-consuming jobs and some increase in the higher level clerical jobs requiring more responsible, capable workers. We have observed another compensating factor, in the form of increased clerical activity, required for a higher volume and greater diversity of operations during and after conversion to electronic data processing—EDP. It also appears that when the total process of conversion to EDP is complete, there will be a more comprehensive shakedown and evaluation of staffing needs and requirements.

EDP will expand to more insurance companies. Northwestern officials have told us that every major life insurance company has a computer, and almost all medium-sized life insurance companies have one installed or on order. Automation is occurring in the life insurance industry regardless of whether the labor market is prepared to meet its challenges.

Orders for skilled workers needed for EDP from other companies and industries in the Milwaukee area are on file at the Milwaukee office of the Wisconsin State Employment Service. A file search indicated nine separate orders for programers, with few skilled programers available. More orders could be obtained if WSES could fill them. Few accredited schools offer programing courses. The problem is not yet acute but will develop when more firms automate, and in the process, exhaust the training potential of their existing staff.

Perhaps the most significant aspect of Automation Project No. 3 is that we are attempting to identify and focus attention on developing changes in the work force that are gradual when taken separately, and thus have not received the attention in the community that abrupt problems generate. We are attempting to draw attention to the situation and motivate interested persons in developing adequate training programs to meet new skill requirements.

The Milwaukee WSES office will counsel and test 3,500 high school seniors this year. At present, only limited information about EDP occupations is available to our counselors. Furthermore, there is no test battery for any EDP occupation. Test development is currently underway at Northwestern Mutual and other firms in the Milwaukee area. It is expected that Project No. 3 will provide us with much needed additional occupational information. Eventually, we must be ahead of a rapidly accelerating change—otherwise, what we test for and how we counsel will be irrelevant as we gradually receive more and more unfillable orders.

We hope this project, along with others, will facilitate an orderly change to electronic data processing.

AUTOMATION ALERT!

By **ELIZABETH L. KENNEDY,** *Staff Supervisor, Technical Services*
and **STEPHEN J. BUGAN,** *Staff Specialist, Automation and Technological Change*
Maryland State Employment Service

"EVERYBODY talks about automation but nobody knows anything about it" describes the situation at the beginning of the automation program in Maryland. Our first task, therefore, was to give local office personnel as much information as possible so that they would be able to recognize impending changes. Available literature was summarized and distributed in the form of local office memoranda, and the Staff Specialist met with interviewers, counselors, and employer relations representatives to discuss the meaning and identification of automation and its effect on the work force. The program was named "Automation Alert."

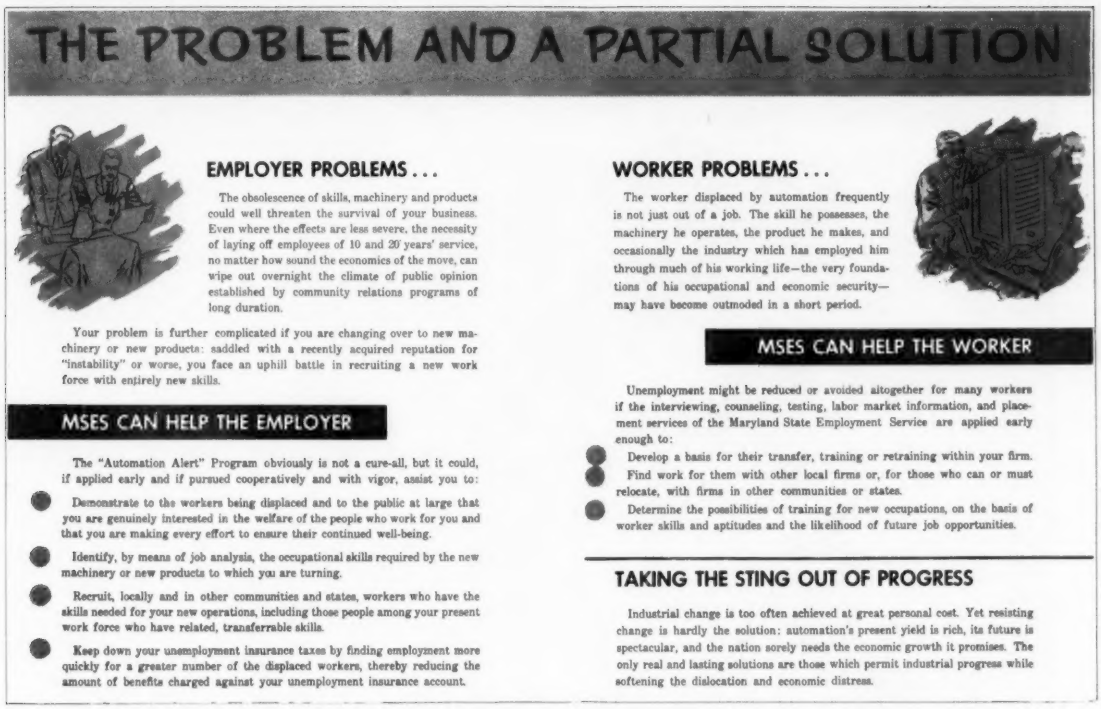
Local offices were asked to investigate and report on present and proposed technological changes in their areas. These reports led to two conclusions: first, most of the changes involved partial mechanization or data processing; and second, reduction of the work force was primarily by attrition rather than by displacement of employed workers.

Maryland's wide geographic, economic, and industrial variation was reflected in the reports submitted by the local offices. In manufacturing, automatic equipment installed in such industries as paper making, beverage production, steel making, metal fabricating, and food processing has increased production significantly with the same number of workers. The greatest cumulative displacement of clerical workers resulted from the change from manual to dial telephone equipment. However, additional installation and repairmen were added to the telephone company's payroll. Clerical workers were also displaced, or retrained and transferred, by the installation of equipment for such operations as payroll, inventory control, check sorting, and accounting in other industries.

It was necessary, at this point, to establish some procedure for investigating the effects of technological change. Local offices were asked to report immediately any proposed technological changes and any mass layoffs, regardless of the cause. When a situation called for further study, a followup card would be prepared for each applicant, and would include identifying information and a record of Employment Service action. This information would be used to locate registration cards and to prepare a report at the end of the project.

The first opportunity to apply our theories came, not as a result of automation, but because of a shift in product demand. On January 1, 1962, the Martin-Marietta Company announced that 2,500 workers would be released in the following 2 months. It was possible to interview some technical and clerical workers in the plant; production workers were given written instructions by their foremen to report to the Maryland State Employment Service. We soon found that not all workers were coming to the local office. A double post card was mailed to each nonregistered worker in order to obtain a complete picture of the results of this layoff. Approximately a third of these cards were returned, indicating that 162 of the laid-off workers obtained new employment, 43 were recalled by the company, 71 were still looking for work, and the rest had withdrawn from the labor force.

At this point, it seemed advisable to tell employers about "Automation Alert." The Public Information Director prepared a 4-page leaflet which explained the importance of advance notification and the assistance available to the displaced worker and stressed technical and placement services. The day after the first copies were mailed, two telephone calls were received from major employers. In one case, the installation



THE PROBLEM AND A PARTIAL SOLUTION

EMPLOYER PROBLEMS . . .

The obsolescence of skills, machinery and products could well threaten the survival of your business. Even where the effects are less severe, the necessity of laying off employees of 10 and 20 years' service, no matter how sound the economics of the move, can wipe out overnight the climate of public opinion established by community relations programs of long duration.

Your problem is further complicated if you are changing over to new machinery or new products: saddled with a recently acquired reputation for "instability" or worse, you face an uphill battle in recruiting a new work force with entirely new skills.

MSES CAN HELP THE EMPLOYER

The "Automation Alert" Program obviously is not a cure-all, but it could, if applied early and if pursued cooperatively and with vigor, assist you to:

- Demonstrate to the workers being displaced and to the public at large that you are genuinely interested in the welfare of the people who work for you and that you are making every effort to ensure their continued well-being.
- Identify, by means of job analysis, the occupational skills required by the new machinery or new products to which you are turning.
- Recruit, locally and in other communities and states, workers who have the skills needed for your new operations, including those people among your present work force who have related, transferrable skills.
- Keep down your unemployment insurance taxes by finding employment more quickly for a greater number of the displaced workers, thereby reducing the amount of benefits charged against your unemployment insurance account.

WORKER PROBLEMS . . .

The worker displaced by automation frequently is not just out of a job. The skill he possesses, the machinery he operates, the product he makes, and occasionally the industry which has employed him through much of his working life—the very foundations of his occupational and economic security—may have become outmoded in a short period.

MSES CAN HELP THE WORKER

Unemployment might be reduced or avoided altogether for many workers if the interviewing, counseling, testing, labor market information, and placement services of the Maryland State Employment Service are applied early enough to:

- Develop a basis for their transfer, training or retraining within your firm.
- Find work for them with other local firms or, for those who can or must relocate, with firms in other communities or states.
- Determine the possibilities of training for new occupations, on the basis of worker skills and aptitudes and the likelihood of future job opportunities.

TAKING THE STING OUT OF PROGRESS

Industrial change is too often achieved at great personal cost. Yet resisting change is hardly the solution: automation's present yield is rich, its future is spectacular, and the nation sorely needs the economic growth it promises. The only real and lasting solutions are those which permit industrial progress while softening the dislocation and economic distress.

Inside of the 4-page Automation Alert pamphlet sent to employers.

of new processing equipment called for job analysis and trainee selection testing. In the other, the approaching completion of a fully automated spectrograph required job analysis and aptitude testing for determination of inplant training.

Information obtained from any source regarding automation, mechanization, or technological change is immediately acted upon. Plant visits are arranged by the local office manager in that area and, in some cases, he also accompanies the Staff Specialist on these visits.

In some cases, automation can increase as well as decrease job opportunities. A good case in point, particularly in Maryland, is the "automated crab picker." Since appearance and meat selectivity play such an important part with the housewife, handpicking of crabs will continue for the retail trade; whereas "automatic" crab picking will be utilized for mass shipment to the restaurant trade for processing into crab cakes. To date, there are two such machines in use in Maryland. As one of the owners stated: "I have to hire additional people to feed the machine."

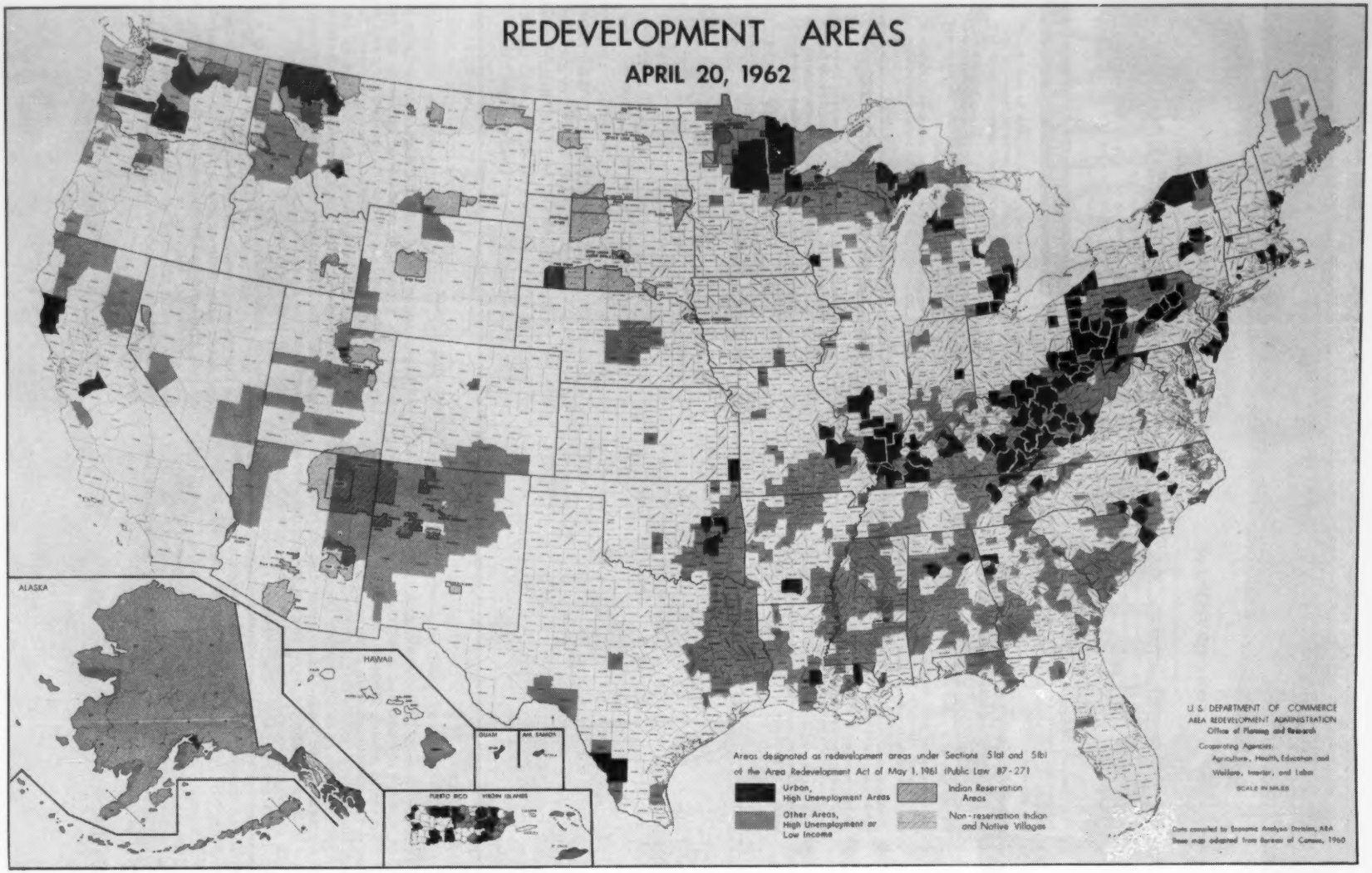
Training Opened the Door

FOR two women in Butte, Montana, ARA training was a first step toward new and satisfying careers. The two—an 18-year-old school dropout, and a 26-year-old unemployed waitress—enrolled in a nurse aide course and made such outstanding records that they were encouraged to take further training as practical nurses. After completing their ARA training, they obtained employment at St. James Hospital in Butte as full-time nurse aides at the regular rate of $1.20 per hour. In addition, both are being given instruction in practical nursing. Their training is under the direct supervision of the head nurse, who observes their daily work and directs home study and classroom work. This program will lead to their becoming licensed practical nurses.

Jeanne, 18 years old and single, completed 2 years of high school and then dropped out of school. She had worked as a waitress for 1 month during the summer season—her only work experience.

Jeanne registered at a local ES office for help in getting a job. As a result of counseling, however, she came to recognize the handicap of her lack of schooling and decided to forego efforts to obtain immediate employment in favor of obtaining further training. She enrolled in an ARA nurse aide course. Her success and interest have led her to participate in the more advanced hospital training program, and she can look forward to taking her place in the labor force as a worker with a highly marketable skill.

Nancy, aged 26 and divorced, is the mother of a 5-year-old son who has been an invalid since birth. With only an 8th grade education, she had limited employability. She had worked as a waitress at a drive-in restaurant from April to July 1961, and had been unemployed since then. Nancy had a particular interest in nursing as a result of caring for her invalid son, and the hospital reports that she has been an excellent student and will undoubtedly become a first-rate nurse.


REDEVELOPMENT AREAS
APRIL 20, 1962
ALASKA
HAWAII
GUAM
AM. SAMOA
PUERTO RICO
VIRGIN ISLANDS
Areas designated as redevelopment areas under Sections 5(a) and 5(b) of the Area Redevelopment Act of May 1, 1961 (Public Law 87-27)
Urban, High Unemployment Areas
Other Areas, High Unemployment or Low Income
Indian Reservation Areas
Non-reservation Indian and Native Villages
U.S. DEPARTMENT OF COMMERCE
AREA REDEVELOPMENT ADMINISTRATION
Office of Planning and Research
Cooperating Agencies:
Agriculture, Health, Education and Welfare, Interior, and Labor
SCALE IN MILES
Data compiled by Economic Analysis Division, ARA
Base map adapted from Bureau of Census, 1960

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PUBLIC EMPLOYMENT SERVICE

SERVICE FOR EVERYONE
LOCAL · STATE · NATIONAL

BUREAU OF EMPLOYMENT SECURITY
AND AFFILIATED STATE EMPLOYMENT SECURITY AGENCIES